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ABSTRACT

Field studies conducted in six communities as part of the first phase of a national survey of day care had two purposes: to develop informed, current pictures of the state of day care in representative American communities and to provide the basis for final selection of variables for emphasis in the national survey. The community studies focused on the local level delivery of federal day care programs, the availability of proprietary day care services, the participation of social and voluntary organizations, welfare-oriented services, and local economic and labor market conditions as they are related to day care. The centers were located in San Francisco, Des Moines, Greenwood (South Carolina), Milwaukee, Houston, and Sagadahoc County, Maine. They were selected on the criteria of region, community size, types of industry and female employment, and socio-economic and racial character of the population. The studies confirmed that private baby-sitting is still the most common form of day care, that what little formal day care does exist is unorganized, that care for infants and school-age children is almost non-existent, that mothers need services not available. Other findings dealt with organization, financing, supply, quality, licensing of services, and employer and community attitudes. (LH)

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DAY CARE SURVEY-1970

Community Profiles

April 1971

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Introduction to the Community Profiles

As part of the first phase of the national survey of day care, Westinghouse Learning Corporation conducted field studies in six communities. The purpose of these studies was two-fold: first, to develop informed, current pictures of the state of day care in representative American communities, and second, to provide the basis for final selection of variables for emphasis in the full-scale national survey. The community studies focused on the local-level delivery of Federal day care programs, the availability of proprietary day care services, the participation of social and voluntary organizations, welfare-oriented services, and local economic and labor market conditions as they related to day care.

The community profiles which follow are somewhat descriptive and impressionistic, rather than a strictly objective reportage of collected data. These case studies were undertaken to provide an overview of the full range of day care needs and the response to these needs as exists today. This representative outline of the current supply of and demand for day care formed the starting point for the development of hypotheses and the construction of data collection instruments for the national day care survey.

Study Design

The six communities were selected on the following criteria: region, community size, types of industry and female employment, socio-economic and racial character of the population.

Region: One community was selected from each of six regional divisions of the United States: Northeast, Southeast, Southwest, North Central, Mid-West, and West.

Community Size: The six communities studied were selected to display a range of population from over a million through less than one hundred thousand. There were four urban and two rural communities.

Socio-Economic and Racial Character: The six communities ranged from high to low on socio-economic criteria including median family income, education, proportion of women in the work force. They represent also a wide variation in percentage of non-whites in the population.

Types of Industry and Female Employment: Two communities were chosen because of the large number of jobs--clerical and factory--for women there. It was thought that these communities might evidence an unusual supply of day care in response to potentially greater demand. Although the presence or absence of CAP-operated day care was not one of the selection criteria, as it happened all but one of the six communities had such programs.

The field work was performed by two three-member teams supplemented by a facilities expert*. They spent about ten days in each community. Their tasks were to collect demographic data which might be relevant to day care, to identify the public and private non-profit agencies which had any involvement in day care, to inventory the day care facilities, and to observe the various kinds of available facilities.

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*The field teams each consisted of two day care specialists and a community specialist.

A similar procedure for accomplishing these tasks was followed in each community. The team collected population, employment, and other demographic data from the local employment service, Chamber of Commerce, Community Action Agency, and Planning Commission. In addition health and welfare agencies, local schools, and the Mayor's office were also consulted. Lists of day care facilities were compiled through visits to the local licensing facilities and the health and welfare departments. Private organizations which published directories of community services were also visited. The names of other day care operations were collected from Head Start programs, other community action programs, and even from the Yellow Pages.

The community study team attempted to visit as many of the identified facilities as time permitted. In the smaller communities, or those with a small number of day care facilities, all of them were visited. Where the day care facilities were more numerous, the team tried to see as many as they could of each kind of day care facility. In each of the communities, an inspection was made of at least one example of each kind of day care operation that existed in that community.

In addition to these onsite visits, information was collected through interviews with everyone who had been identified as being knowledgeable about day care through the use of a "snowball" technique. As the field work proceeded, the study team members conducted personal or telephone interviews with those people who were considered active in the day care field by local officials or community residents who were also involved with day care.

Finally, the community studies team in each city identified a number of sites that were representative of the range of day care facilities in that area. The facilities assessor then visited these sites and secured data on the physical characteristics of the site, building, and equipment.

Summary of Community Studies

The community studies confirmed much that was already known about the state of day care: that private baby-sitting is still the most common arrangement; that very little formal day care exists and that which does exist is almost totally unorganized; that programs for infant care and supervision of school-age children are virtually non-existent; that many mothers want and need day care services which are not available. Of particular interest, however, are some of the findings listed below.

Organization of Day Care

The degree of organization for providing day care services ranged from the situation in California, which has the beginnings of a state-wide system of child care services with its funding of day care programs through the public schools, to the situation in Milwaukee, where there is very little governmental support for day care.
Even where there is some attempt to coordinate day care services locally, jurisdictional and funding problems make it extremely difficult to inter-relate activities from community to community.

The establishment of a position of day care coordinator has been helpful in some communities. The coordinator aids organizations in getting federal funds and in getting facilities licensed. The coordinator also serves as an active and knowledgeable central source of information about child care in communities such as Houston and San Francisco. But in many communities, even with a day care coordinator, it is really impossible to get an accurate picture of either the supply of or demand for day care. In Des Moines, for example, which does have a coordinator, there were no accurate statistics on the number of children needing day care or on the number of day care slots available.

Financing of Day Care

Financing is a major problem for both public-supported and proprietary centers. Although there is money available to supply or support day care through some fifty programs on the national level, these federal programs are not reaching the local communities. Most of the federal money goes into administrative and set-up costs, rather than for providing actual day care. The inherent complexities involved in locating and obtaining government support make it especially difficult for the poor to tap this source of funds. The presence of a day care coordinator, however, is often a help with this problem. Finally, the current federal funding arrangements encourage competition rather than cooperation among day care centers.

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There is usually a lack of funds on the state and local level to match federal government funds. Day care facilities are forced continually to seek out private sources of money. State and local governments are not organized to help in this effort or to deliver day care services. The lack of state or local day care offices results in the absence of a mechanism for more efficient channeling of Federal funds Although state and county welfare departments are the designated administering agencies for Title IVA funds (the largest source of federal money), these departments generally are not staffed or organized to do the job.

Virtually all support for day care is on a year-to-year basis, a condition which prevents institutional development. Centers and programs are at the mercy of fund grantors and cannot make long-range plans. The private nonprofit day care centers survive by continually begging or applying for money, scrounging materials and equipment, paying very low salaries, and using volunteer help. The quality of the program is related to the director's ability to hustle funds and other kinds of assistance.

Supply of Day Care

In five of the six communities the estimated need for day care slots far exceeded the existing supply. Sagadahoc, Maine, provided an example of the kind of rural, sparsely populated area with a depressed economy which does not have a great needfor day care facilities.

The distribution pattern of day care centers in urban areas often restricts the supply of day care for those who need it most. Many working mothers live far from day care centers, and the state of public transportation in the city makes it extremely difficult for them to take their children to a center. *

The cost of whatever day care does exist also limits its availability to the very people who need it most. Proprietary day care centers have fees ranging from $18 to $25 per child/week. Public and private nonprofit center estimates of cost for a child/week range from $21 to $38. No programs exist for the children of lower-middle-income families, where both parents are working

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* Many poor working mothers say they would go to work if day care were readily available for their children.

to maintain a barely comfortable standard of living. These families cannot pay enough to support proprietary centers, and the poorer people needing the services have priority with the few public and non-profit facilities.

Quality of Services

As expected, the full range of quality was found in day care programs, facilities, and staff. An occasional center attempts to provide a comprehensive child development program, and virtually all the public and non-profit centers offer some kind of preshool education. Most centers, however, are custodial. Buildings which could be readily converted into day care centers are scarce or non-existent in the areas where they are most needed, i.e., the inner-cities and working class neighborhoods. Trained staff and training opportunities for day care personnel are limited.

Licensing

Licensing requirements are complicated and contradictory. They tend to restrict the expansion of day care facilities. In some jurisdictions rigid, detailed and overly specific codes make expensive renovations necessary and discourage many potential operators.

While obtaining a license to open a center may be prohibitively difficult or expensive, many facilities that were already in operation when the codes became effective have been licensed even though they did not comply with the established standards. Licensing agencies are often understaffed and do not have the manpower to execute an effective enforcement program. Consequently, possession of a license does not always assure compliance with state and local regulations.

Employer Attitude Toward Day Care

Employers agree in principal that providing day care would be beneficial. In practice they have not been motivated to do so. Exceptions exist where women fulfill a critical need (for example nurses) or where the demand for labor is such that women are needed in the work force. Given the present economic situation, this demand for female laborers does not exist in most areas.

There are a few companies, such as TRW in Houston, who are committed to providing day care as part of their effort to aid the hardcore unemployed. In general, however, employers today do not feel the pressure to provide day care services for their employees.

Community Response to the Day Care Movement

Although day care seems to be an idea whose time has come, there have yet been few examples of coordinated community-wide response to the problem. The community field interviewers found many people concerned with the issue and much public awareness about it. The survey teams found current newspaper articles about day care in every city visited. But to date, there is little community action. Houston and San Francisco are examples of cities which have responded. Having the benefit of additional positions in their Welfare Departments to administer Title IVA funds, they have coordinated all federal programs, and actively disseminate day care information. The potential for such a response seems to exist in many other communities, awaiting perhaps some impetus from the national level.

Apparently there has been little change in the day care arrangements of working mothers since the Child Welfare League conducted a survey under the direction of Florence Ruderman in the early 1960's. Many more mothers are working now and many mothers who are receiving public assistance would like to work. The Federal government has responded to the need of welfare recipients or potential recipients by appropriating funds, primarily through the 1967 Social Security Amendments, but also through manpower training and other anti-poverty programs. The State and local governments, however, have not been equally supportive. Of the states included in this study, only California contributes significantly to day care operations. None of the local communities, except San Francisco and Oakland, are funding and/or operating day care services. In the urban communities, private nonprofit organizations struggle to maintain their present level of operation and to expand, but they do not have the resources required to begin to meet the demand. Proprietary centers, which are located in middle-class neighborhoods, have some openings but are inaccessible to the mothers who could use welfare grants to pay for care. Consequently, working mothers are still forced to rely on whatever informal arrangements they can make. Day care for children is not yet the responsibility of the community.

San Francisco and Oakland

San Francisco and Oakland

1. Introduction

From the outset it was understood that California would be represented in the study because it was the only State that funds a day care program through the public schools. The Bay Area including San Francisco, was selected primarily on the basis of size. The original intention was to look at the cluster of cities around the Bay as a single community. Interest in Oakland was specifically related to the study carried out by the Child Welfare League under the direction of Florence Ruderman in the early 1960's. It was thought that some comparisons might be made between child care facilities in Oakland then, which was prior to the poverty programs, and now.

After beginning the survey in California, however, the field team found that there is no inter-relationship or coordination among these communities with regard to day care. The Bay Area consists of several school districts, three counties; and is the site of at least two State welfare offices. Separate community action agencies function in Oakland and San Francisco, and the various manpower programs operate independently in each community. Thus, a community profile of the Bay Area as related to child care would require the exploration of three or four distinct systems, a task too large (and not really necessary) to be undertaken within this project. Since the initial investigation revealed some particularly interesting developments in day care in Oakland and Berkeley, the field team decided to learn as much as possible about these activities while limiting the complete community profile to San Francisco.

2. Community Description

San Francisco is an attractive coastal city in the middle of California, located on the only bay between San Diego and Seattle on the West Coast. San Francisco is both a county and a city. That is, the same geographic area is designated both city and county. This city/county occupies 45 square miles which compares to a U.S. median county area of 620 square miles and a California median county area of 2, 746 square miles.

2.1 Political Structure

The government of San Francisco city and county is composed of a Mayor and Board of Supervisors. The Mayor is an elected chief executive; the Board of Supervisors is the unicameral legislative body of the city and county of San Francisco.

2.2 Population

San Francisco is the second largest city in California and the thirteenth largest in the United States. A popular port of entry for immigrants, the city receives about 9,000 a year of which 7,000 are Asians (from Hong Kong and the Phillipines) and about 1,000 are Latin Americans.

Relevant Population Statistics
(Based on 1967 population estimates)

Total population	747,500
Spanish-speaking	66,500
Non-white	201,800
Under 14 years old	164,800*
Under 16 years old	55,400*

There are an estimated 8,000 American Indians living in San Francisco.

* Health Department current estimates.

2.3 Economy

At the present time San Francisco is showing no significant economic growth* and there are no predictions of economic expansion within the immediate future. The August 1970 rate of unemployment was 4.8%. The number of non-white and non-English speaking immigrants in San Francisco is a major factor in the unemployment problem. As in many areas of the country, there is a noticeable trend in employment: white collar jobs are increasing while blue collar jobs are decreasing.

2.4 Employment

Major Employment Areas in San Francisco

	Number of Employees
Services (Medical, hotel, public utilities)	118,000
Trade (Wholesale and retail)	111,500
Government	93,200
Finance, Insurance and Real Estate	67,000

The figures above represent the total employment in San Francisco including out-of-city workers. The total number of jobs in San Francisco is 534,758; residents of San Francisco account for 306,758 employed in these jobs.

The financial, insurance, and real estate industries which traditionally hire more professionals and clerical workers, are on the increase (+31.2% since 1960). The manufacturing sector has been experiencing a decline in total employment (-12.9% since 1960). Many firms are moving out of San Francisco and no new ones are relocating in the city.

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* Source: U.S.E.S., August, 1970.

Therefore, employment within the city for semi-skilled or unskilled workers is reduced, and these workers do not have the means to follow the job out to the surrounding counties.

The forecast for job growth in 1971 is mainly in the skilled area with the biggest growth expected in the finance-insurance field. This growth will prompt more jobs in public utilities and the communications industry. The local government expects little growth, while no increase in Federal and state government jobs is foreseen. Although there may be some growth in wholesale and retail trade, it is expected to be slower than in previous years.

Per capita income in San Francisco is $4,270. Twenty-one percent of the families in the city have incomes of less than $4,000. About 15% of the families in the city have incomes of more than $10,000. The median family income in 1966 was $6,687. This ranked higher than 96% of the counties in the United States. In 1966 it cost 11% more than the national average to live according to minimal standards. (An estimate of the gross annual income required for a family of four to live at a minimal level in 1966 in San Francisco was $6,571 compared to an estimated average of $5,915 for the nation as a whole.)

The number of AFDC families in San Francisco is 17,394 (August 1970).

Total Families	17,394
1 Parent Families	14,314
2 Parent Families	1,402
Medical need only	1,678

The number of children in AFDC families totaled 39,451.

Total Children	39,451
1 Parent Families	33,288
2 Parent Families	3,178
Medical need only	2,985

There are 113,033 women, or 38%, in the resident San Francisco work force. They are concentrated in the clerical and service fields.

Total Female Work Force	113,033
Total White Females in Work Force	80,368
46% clerical	
11% services	
Total non-white Females in Work Force	32,665
28% clerical	
33% services	

The areas of greatest growth in San Francisco, the financial and services sector, correspond to the greatest area of female employment. Therefore, one can project continued growth in female employment.

2.5 Occupational Training

In San Francisco there are numerous OEO and other governmental agency programs which have some employment or training component. Included in this array of programs and agencies are: Job Corps, Adult Basic Education; MDTA-OJT: Work Incentive Program; Model Cities; Vocational Education; Neighborhood Youth Corps; Bay Area Urban League-Black Entrepreneurship program; NAB-JOBS; Concentrated Employment Program; Economic Opportunity Council of San Francisco;

Economic Development Administration; Bureau of Indian Affairs; Department of Corrections; and the U.S. Civil Service Commission.

San Francisco also has a Cooperative Area Manpower Planning System (CAMPS) which attempts to identify all manpower problems in a defined area and to develop coordinated solutions to these problems. CAMPS has identified the lack of child care facilities as a serious problem in training programs. Both WIN and CEP provide funds for day care of trainees' children. These funds are used to purchase care in existing facilities. Because adequate facilities are not available, mothers are prevented from accepting placement in WIN and CEP programs. CEP presently has funds for an additional 70 day care slots.

2.6 Employer Attitude Toward Day Care

Employers in San Francisco apparently feel no need to provide child care services for employees. No employers who were interviewed expressed any concern about day care, and no employers were sponsoring day care centers.

3. Community-wide Picture of Day Care--San Francisco

The State of California has taken an unusually active role in child care, providing services through two agencies: the Department of Education and the Department of Social Welfare. Not only has the State authorized and funded child care under these agencies, but through legislation it has also forced them to cooperate. Consequently, California is unique among the states in having the beginnings of a system of child care services.

3.1 Department of Education Programs

In 1943 the state legislature authorized school districts to establish "Child Care Centers" which were funded by the Federal Works Administration for the purpose of making women available for work in defense industries. After the war when the Federal government discontinued support for child care programs, California undertook the support of these centers. Subsequent legislation gave the State partial financial responsibility with the parents paying the difference. In 1947 a means test and sliding fee scale were instituted to give priority to children of low income families.

In 1965 sections of the Education Code were amended, changing the name to Children's Centers and the intent of the program from "provision of care and supervision" to "provision of supervision and instruction." Some school districts supplement State funds for Children's Centers through special local taxes. Since their inception more than 25 years ago, the Children's Centers have become a well-established division of the education system.

The primary purpose of this program is to serve the children of women who must work outside the home to support their families. Throughout the State, 80 percent of the parents whose children are enrolled in Children's Centers are single (widowed, divorced, separated) working mothers.

In addition to the Children's Centers, the Department of Education funds a Preschool Education Program, which is designed to provide compensatory education for 3-5 year old children of low income families and Parent Participation Nursery Schools, intended primarily to provide parent education with no income requirement. Preschool programs are half-day classes, usually operated by the school district but private nursery schools and day care centers are also eligible for funding. Parent participation programs, known variously as Parent Nurseries, Child Observation Classes, and Cooperative Nursery Schools, provide half-day preschool experience for children and require parents to attend the nursery one day a week and class one night a week. This program is funded entirely by the State under Adult Education, while the preschool education program uses Federal as well as State funds.

3.2 Department of Social Welfare Programs

The Department of Social Welfare is the agency that administers Social Security child care funds: Title IVA (AFDC, WIN) and Title IVB (Child Welfare Services). Until recently Welfare's involvement was limited to purchase of care in existing facilities. Under Title IVA, county welfare departments pay 25% of the cost of child care for past, present, or potential welfare recipients and receive a matching 75% from HEW. Now, however, some county welfare departments are attempting to create new facilities which can qualify for Federal funds, and to upgrade and expand existing facilities. As a result, while the welfare department does not operate any centers, it does exercise a supervisory function over those centers which receive Title IVA money.

3.3 Funding

Children's Centers have not received any Federal funding directly. Local welfare departments have paid Children's Centers fees with Federal money, and the WIN program through the welfare department pays the full cost to the State for a child's care. Because Social Security funding is obtainable only through the State Department of Social Welfare, the legislature authorized the Department of Education to contract with Welfare so that Children's Centers' funds can be used as the 25% local share to obtain 75% Federal funding. At the time of this writing it was too early to determine the effect of such interagency cooperation. It did appear however that the planners' intention of increasing child care facilities through federal funding may be foiled by cuts in the Children's Centers budget.

To qualify for Title IVA funding, a state must have a comprehensive plan which includes child care services for eligible program beneficiaries. In California, child care services are provided by local option. Each county is free to decide whether it will appropriate the 25% local share, and some counties do not.

Financing of day care is multi-source and confusing everywhere, but in California it is extraordinarily difficult, perhaps impossible, to untangle. The three programs funded by the State to the Department of Education make up one complicating element, especially when they are combined into one program or funding pool as they are in Berkeley. Further contributing to the confusion is the degree of decentralization in the school systems, each district functioning virtually autonomously, and the delegation of welfare responsibilities, including decision-making about child care services, to county departments. For now suffice it to say that in San Francisco, Oakland, and Berkeley there is an unusual amount of mixed funding for child care facilities and apparently no one who understands it all.

3.4 Supply of Day Care

A variety of child care services are offered in San Francisco. The kinds of services and suppliers of these services are listed below.

- Full-year, full-day centers for 2-12 years old
  - San Francisco Schools
  - Holy Family Sisters
  - EOC
  - Churches
  - Community Organization
  - Proprietors
- Nursery schools, half-day
  - Head Start
  - San Francisco Schools
  - Churches
  - Non-profit groups
  - Mission Neighborhood Centers
  - Catholic Archdiocese
  - Family School Alliance
- Homes: 24-hour, day care, and mother and child homes for unwed teen-age mothers
  - Department of Social Services
- Programs for special children, i.e., retarded, disturbed, handicapped, brain damaged
  - Private, non-profit organizations

The agencies responsible for day care for large numbers of children are the public schools, the welfare department and the community action agency. The San Francisco Unified School District operates

Capacity of Full Day Facilities

	children under 6	children under14	Child-ren's Centers	non-prof includes CAP	prop. slots	center's slots	homes	** Total
n ancisco	55,400*	164,800*	1800	1004	357	3161	1333	4494
kland	37,000*	under 12 82,000*	1300 (2–12 yr.old)	422	319	2041	530	2571

* Health Department

** All licensed facilities and Children's Centers

27 children's centers with an estimated enrollment of 1,800 children for 1970-71. The Department of Social Services licenses all day care homes and centers, supervises homes with a capacity for 1,151 children, and has administrative responsibility for all centers receiving Title IVA funds. The Economic Opportunity Council of San Francisco operates five centers with 227 children enrolled.

San Francisco Unified School District Children's Centers

While the primary purpose of the San Francisco Children's Centers is to provide care for the children of working mothers, education is the most important element of the program. Under the School District's Elementary Division, Children's Centers are administered by a director, who is also responsible for the preschool compensatory program, and by supervisors each of whom oversees several centers. A parent education specialist and nurses report to the administration and serve all the centers.

The Centers receive their financing from the State Children's Center fund (42 cents per child/hour), from a School District override tax, and from parent fees.

The staff in each center includes a head teacher, teachers, aides, and cook-housekeepers. Larger centers have nutritionists, cooks, and housekeepers. Most centers have at least one man on the staff. Nurses visit each center weekly, and children see doctors through arrangement with the Public Health Service.

Centers are open from 7:00 a.m. until 6:00 p.m., five days a week, year-round.

In 1969-70 Children's Centers were located in 27 sites: 15 are in elementary schools and 8 are in "Lanham buildings." These latter are the "temporary" structures provided by the Federal government when the program first began in 1943. Their life expectancy was 5 years, but they are still being used. Centers are also located in the Hunters Point, Pontrero Terrace, and Westside Court Housing Developments. The most unusual location is in the Chinese YMCA. In addition, Bret Harte Children's Center, authorized at an earlier date by the Board of Education, opened in September 1970, and Grattan School-Age Center was also scheduled to open in 1970.

There are three types of centers by age groupings: nurseries for 2-5 year olds, school-age centers for 6-12 year olds, and combination centers for both groups. The age group served is largely determined by the facility that is available. Figure A shows distribution of types of facilities and age groups. Figure B shows the location of the centers.

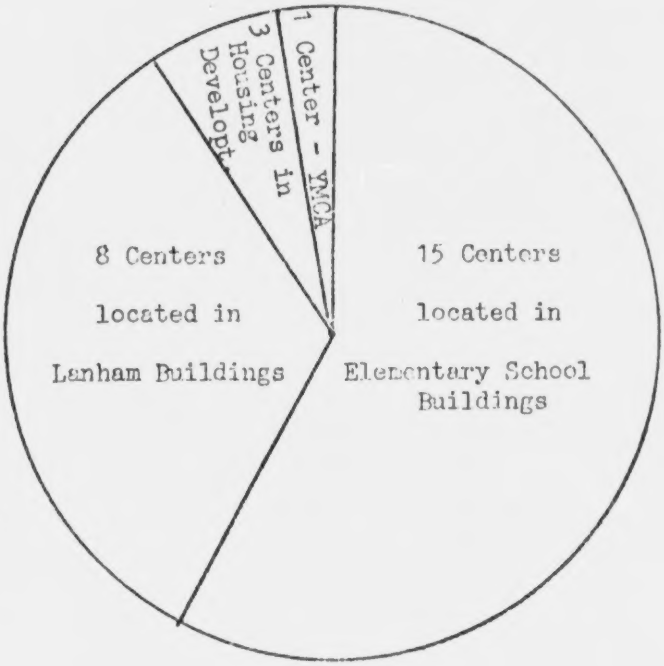
In 1969-70, 1,650 children were enrolled in centers. There were an equal number on the waiting list. (See Figure C for age breakdown.) Enrollment in the Children's Centers remains relatively stable. Two factors are operative here--mothers who support their families tend to remain stable in their employment, and the waiting list in each center insures that as openings occur they are immediately filled. Requests for Service received during the period from July 1, 1969, to March 1, 1970, showed 2,630 children from 2,165 eligible families needed children's centers' services. Only one-third of that number could be accommodated in the centers.

More than a third of all the children currently attending have been in the centers for two years or longer. The most recent survey shows that the school-age children are remaining in the

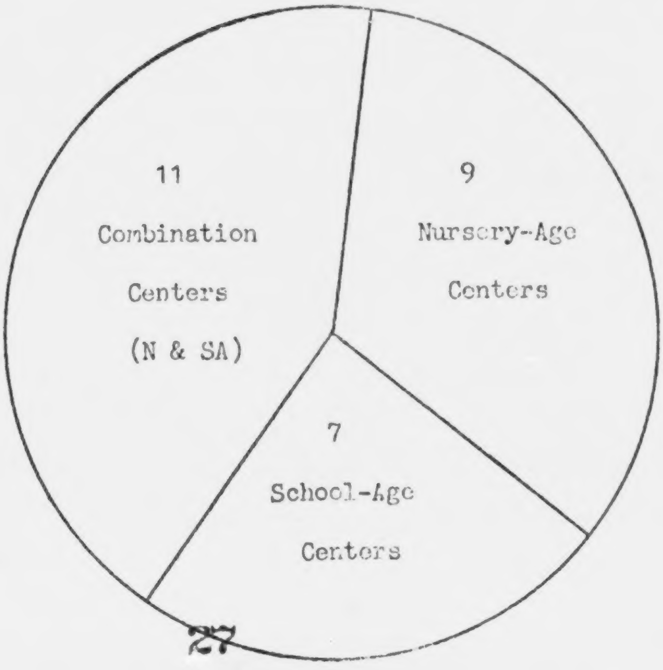
Figure A

FACILITIES

Building Locations



Age Groupings



27

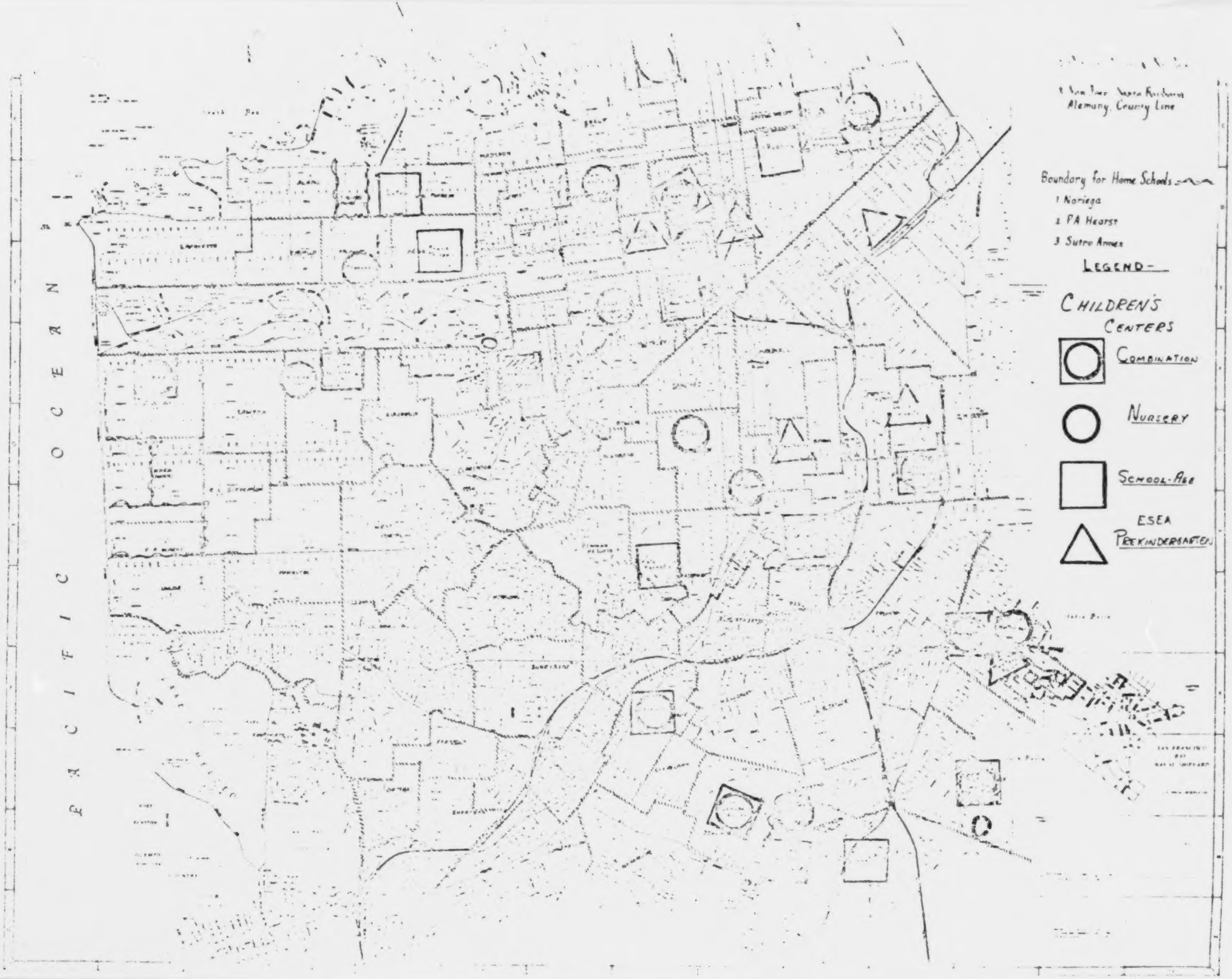
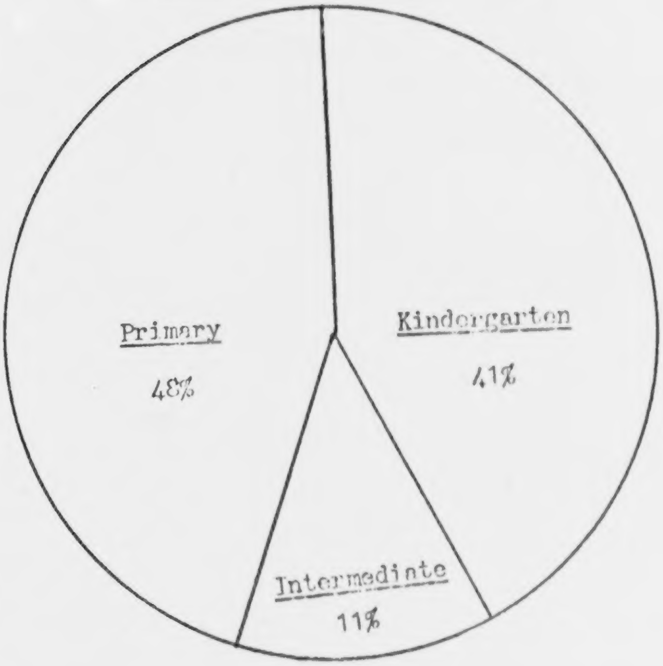

4 San Jose Santa Barbara
Alemany, County Line
Boundary for Home Schools
1 Noriega
2 PA Hearst
3 Sutro Annex
LEGEND–
CHILDREN'S CENTERS
COMBINATION
NURSERY
SCHOOL-AGE
ESEA PREKINDERGARTEN
PACIFIC OCEAN

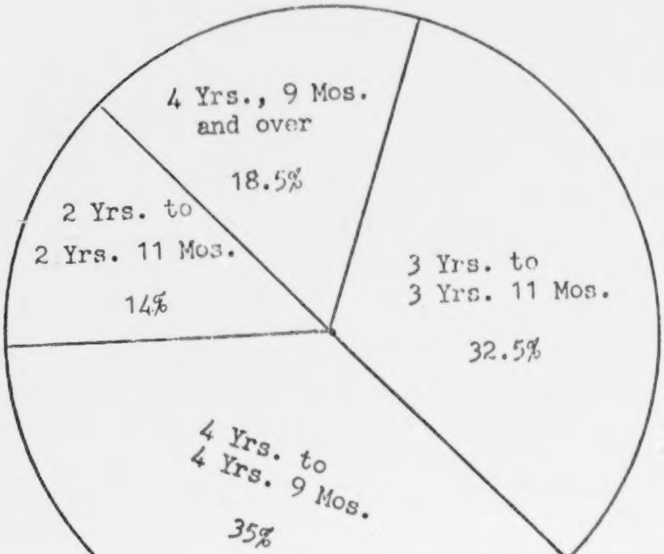
Figure C

NUMBER OF CHILDREN

School-age -- 868 Children



Nursery-age -- 782 Children



centers for a longer period of time. At present, 15% of these children have been in attendance for four years or more, contrasted to 8% in 1966 when a similar study was made. Many children have been enrolled from nursery school on. (See Figure D.)

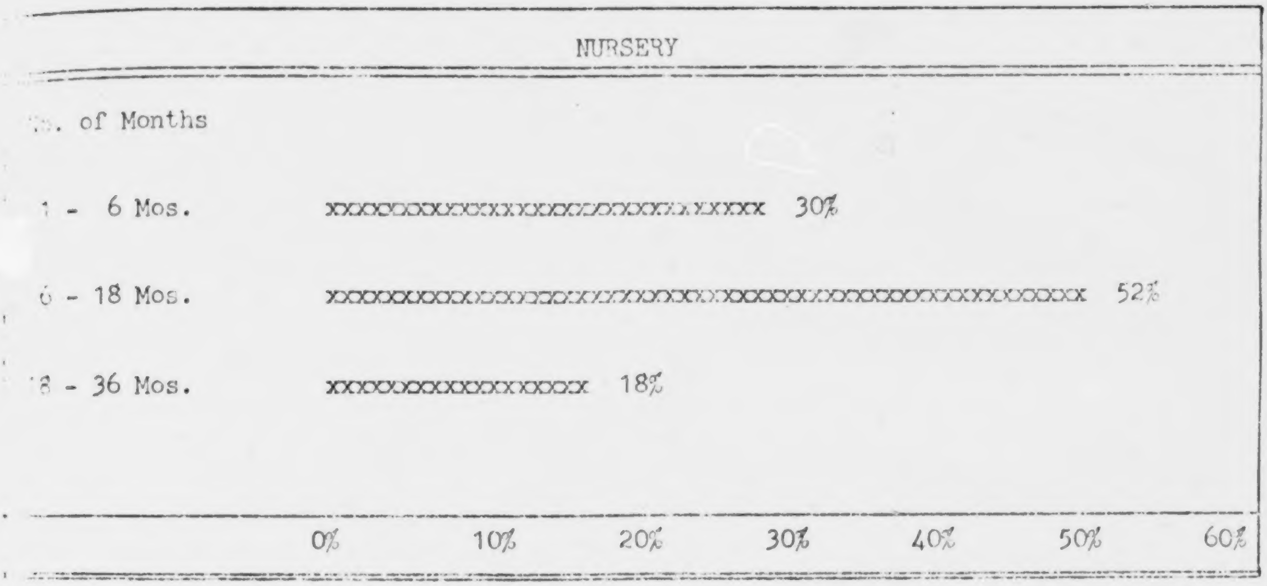
Eighty-three per cent of the families using the centers are sole-parent families, that is, families where one parent, usually the mother, has the sole responsibility for supporting and rearing her family. Forty-two percent of these sole-parent families have only one child. Fifteen percent have four or more children. The greatest number of the families in the sole-parent category have a gross monthly income (on which fees are based) of between $397 and $463--or an average of $422 per month (See Figure E).

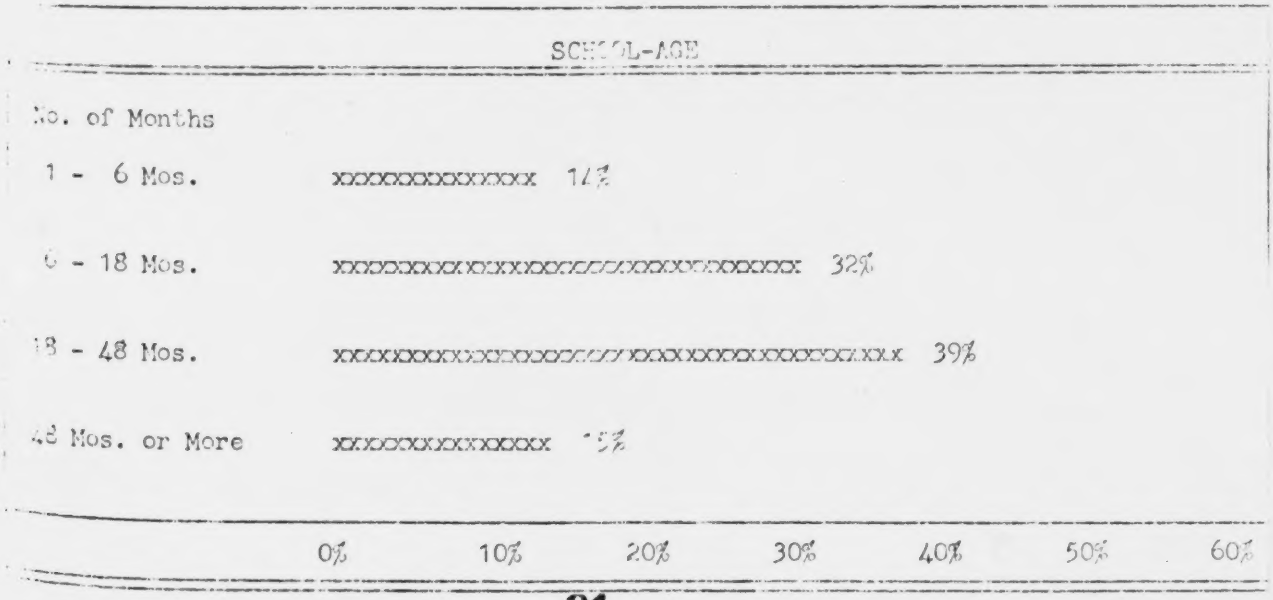
Only 17% of the total number of families using the centers are two parent families. The majority of these are eligible because they conform to the means-test ceilings established by the Legislature. Thirty-four of the two-parent families are eligible because either one or both parents fall within the established "exempt" categories; of these, 26 are teachers and 8 are registered nurses.

It is not surprising to find that the clerical category is the largest occupational group--since the program is designed primarily to meet the needs of working parents who fall within the means-test ceilings, and because clerical workers are paid comparatively low salaries. According to a current analysis, this category represents 43% of the parents--whereas in 1966, 62% were so occupied. An amendment to the state law, which expanded the student categories, has resulted in an increase of 12% in numbers of students or parents in training over the 1966 figure

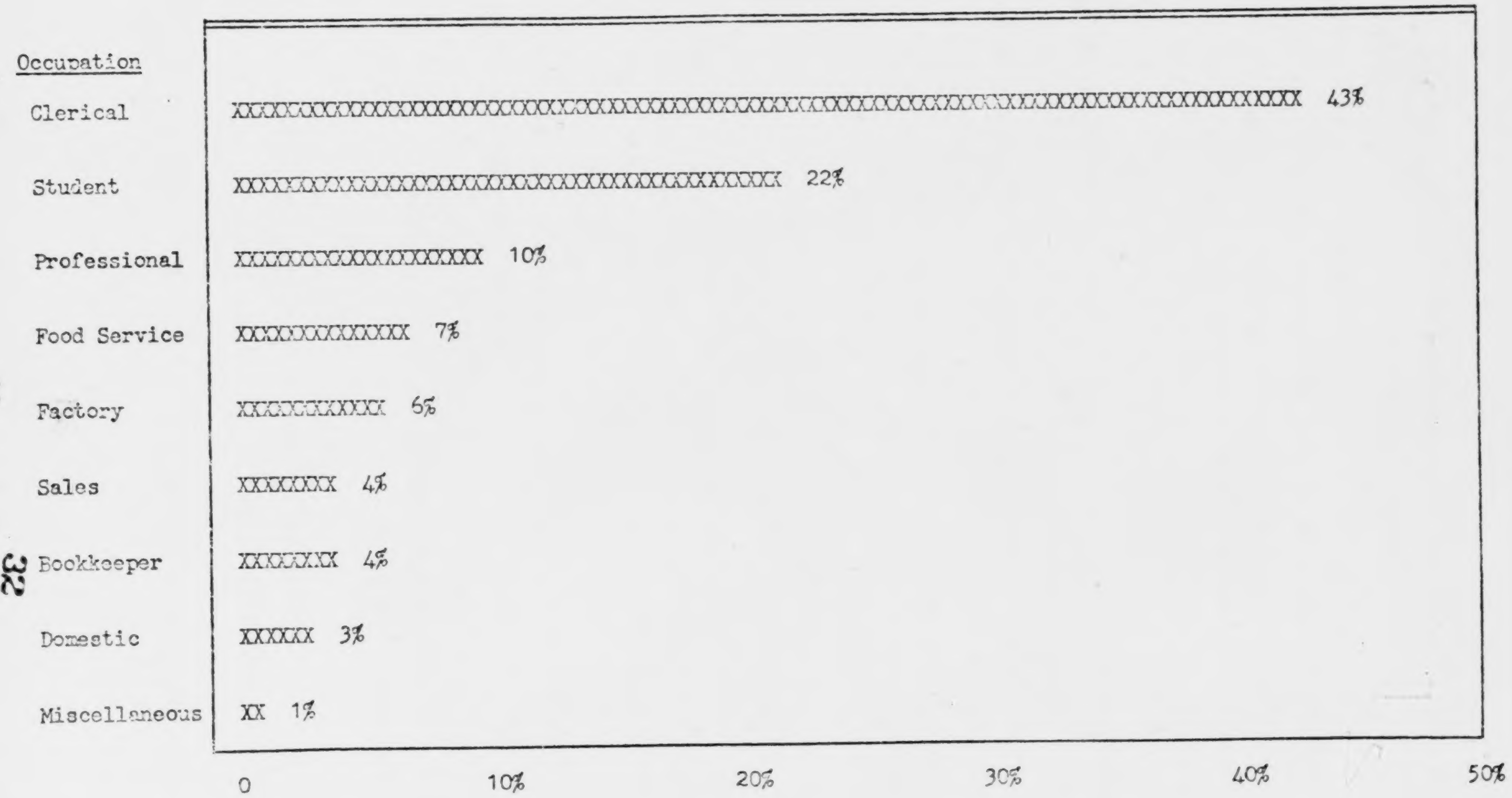
Figure D

LENGTH OF ENROLLMENT





Occupational Distribution of Parents
in Children's Centers



of 15%. The number of parents whose occupations fall into the professional categories, i.e., teacher, nurse, laboratory technician and the like, has dropped from 17% in 1966 to less than 10% now, attributable in many instances to cost-of-living salary increases, which either raises the fee to a prohibitive level or makes the family ineligible. (See Figure F, and Fee Schedule, Figure G.)

Children's Centers offer a full-day program of educational and developmental activities which have been organized in a published curriculum. The centers are equipped with child-sized furniture, play house area, large and small blocks, creative playthings-type toys, art supplies, music, large-muscle equipment, books, lots of home-made learning materials, plants, and pets.

Breakfast, lunch, and two snacks are served at the centers. Meals are prepared in some centers; in others the food is brought in from another center or neighboring school. The nutritional standards are higher than those for the public elementary school lunch program.

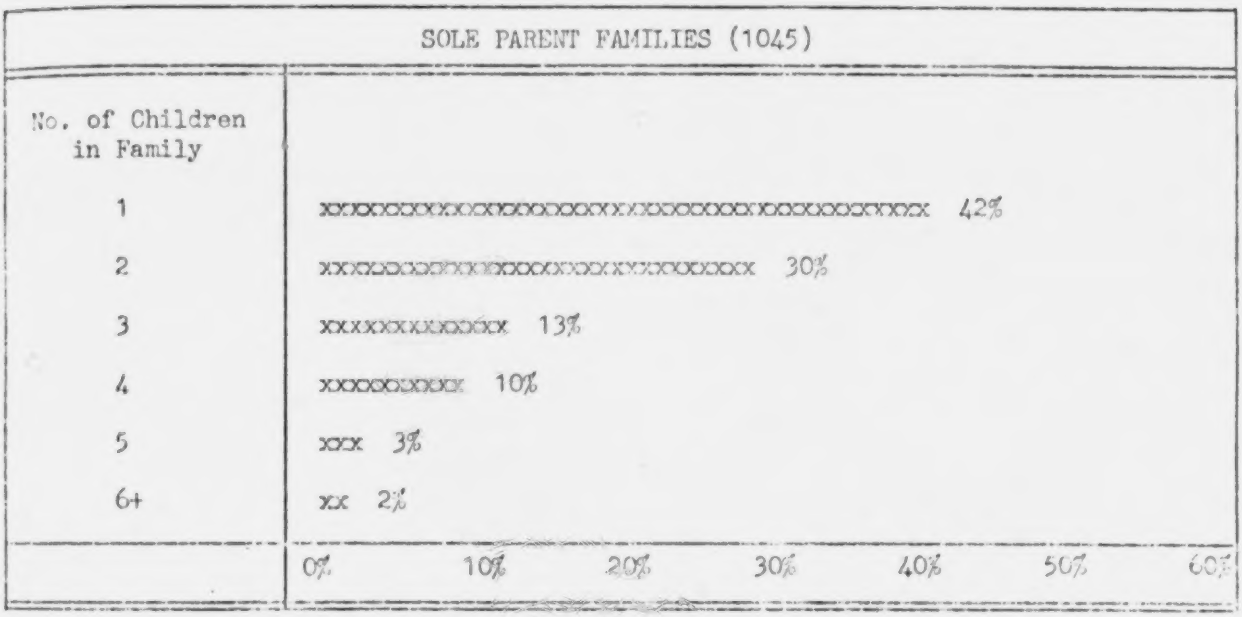
A physical examination is required before a child can be enrolled; if the parents cannot pay for it, arrangements are made for free care at a clinic or public health service station. There is no formal health program. Neither is there any provision for counseling or social work.

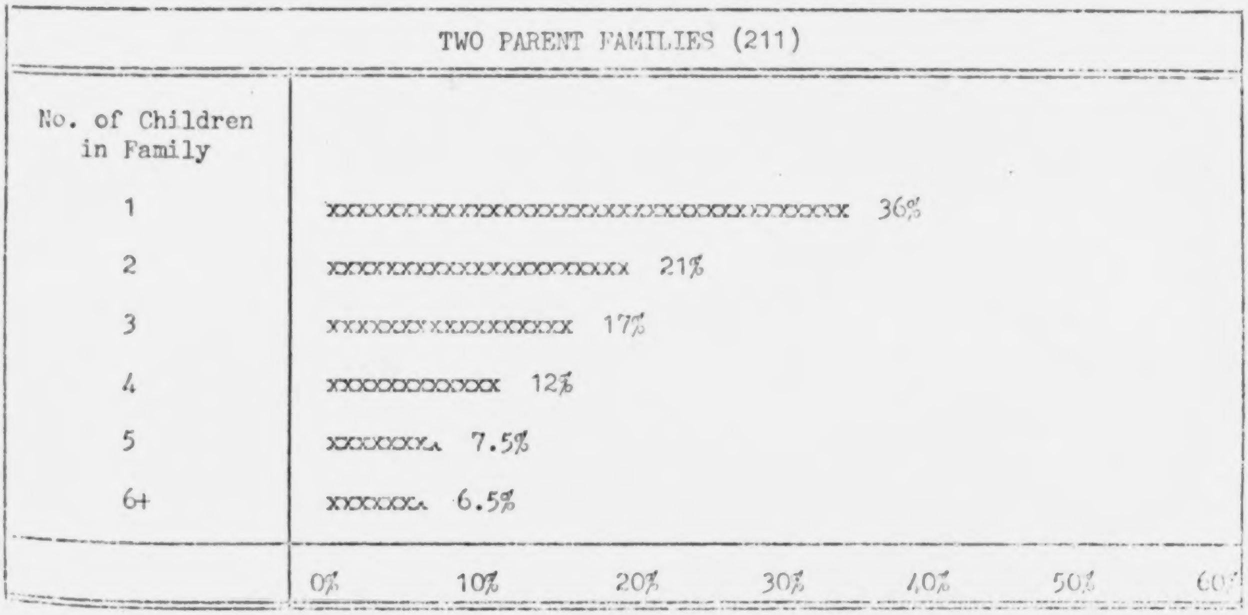
Monthly parent meetings are held at each center by the parent education specialist.

No transportation is provided.

Figure F

SIZE OF FAMILY





CHILDREN'S [illegible]

Effective October [illegible]

[illegible]LY INCOME	PARENT, PARENTS, OR GUARDIAN PLUS NUMBER OF MINORS IN FAMILY 2	3	4	5	6	7 or More
	HOURLY RATE					
[illegible] through $100	$.05	$.04	$.04	$.03	$.03	$.02
[illegible] " 133	.06	.05	.05	.04	.04	.03
[illegible] " 166	.08	.07	.06	.04	.04	.03
[illegible] " 200	.09	.08	.07	.06	.05	.04
[illegible] " 233	.10	.09	.08	.06	.05	.04
[illegible] " 266	.11	.10	.09	.07	.06	.05
[illegible] " 299	.13	.12	.10	.08	.06	.05
[illegible] " 330	.15	.14	.12	.09	.07	.06
331 " 363	.17	.15	.13	.10	.08	.07
364 " 396	.19	.17	.15	.12	.10	.08
397 " 429	.21	.19	.17	.14	.12	.09
[illegible] " 463 ($463)	.23	.21	.19	.15	.13	.10
[illegible] " 496	.26 c/	.23	.21	.16	.14	.11
497 " 529	.28	.25	.23	.17	.15	.12
530 " 547	.30 ($547)	.27	.25	.18	.16	.13
548 " 581	.32	.30 c/	.26	.19	.17	.14
582 " 613	.33	.31	.27	.20	.18	.15
[illegible] " 631	.34	.32 ($631)	.28	.21	.19	.16
632 " 648	.35 ($648)	.33	.30 c/	.22	.20	.17
[illegible] " 677	.36	.34	.31	.24	.22	.19
[illegible] " 715	.37	.35	.32 ($715)	.25	.23	.21
[illegible] " 732	.38	.36 ($732)	.33	.27 c/	.24	.22
733 " 781	.39	.37	.34	.28	.25	.23
782 " 799	.40	.38	.35	.29 ($799)	.26	.24
[illegible] " 816	.41	.39	.36 ($816)	[illegible]	.28 c/	.25
817 " 865	.42	.40	.37	.31	.29	.26
[illegible] " 883	.43	.41	.38	.32	.30 ($883)	.27
[illegible] " 900	.44	.42	.39	.33 ($900)	.31	.29 c/
[illegible] " 949	.45	.43	.40	.34	.32	.30
[illegible] " 984	.46	.44	.41	.35	.33 ($984)	.31

Indicates income range for computed fee for one-parent family.

Indicates beginning of full cost fee for one-parent family.

Indicates beginning of full cost fee for two parent family.

Computed fees for one-parent family with income up to $66 over the "means test". One-parent families with income in excess of the "means test" ceiling as defined in Section 16604 (b), shall pay for each $11 of the first $66, one-sixth (1/6) of the difference between the appropriate "means test" fee and the "full cost" fee of the district.

[illegible] Fees. Fees for eligible families whose income [illegible] the requirements of Section 16604 [illegible] accordance with Section 16605. Family income may not be greater than three times the amount fixed [illegible] Section 16604 of the Education Code. Districts shall charge and collect fees which shall be in such [illegible] as will reimburse the district for the cost of supervision, instruction and cost of all food fur[illegible] such child.

[illegible]ibility is based on a 5-day week or an averaged income for the calendar year. Fees are computed on [illegible] current income as indicated on the above schedule.

[illegible]ation of weekly fee for families enrolling two or more children. For families enrolling two chil[illegible] the hourly fee for each child after the first child shall be computed at one-half the hourly fee [illegible] the first child.

All children's center teachers have State certification which requires a bachelor's degree with specialization in early childhood education. Aides have permits based on experience or college credits in early childhood education. The staff works an 11-month year, as compared with a 10-month year for regular public school teachers. Teachers' salaries range from $6,360 for a beginning certificated teacher to $15,425 maximum for a head teacher. In-service training is offered as part of the regular school district professional program. It is also given by supervisors as needed.

Administrators of the children's centers estimate that the cost of operating this program is $1.01 per child/hour. However, the centers use some "free" space in schools, receive some maintenance and food services, and use whatever equipment and materials, new or used, can be obtained from the schools. Thus, actual costs are impossible to determine.

EOC Day Care

The Head Start administration is responsible for both half-day Head Start programs and the full-day centers. There are five day care centers open five days a week, year round. Hours of operation are 7:00 a.m. to 7:00 p.m. Presently there are no existing facilities for before- or after-school care in the day care centers but upon the completion of four new centers next year, some after-school care will be provided. The four new centers, accommodating 400 children, will be funded under Model Cities. EOC Day Care Centers are located in rented facilities.

The staff consists of director, central clerical, four area supervisors (Head Start and day care), area clerical, social workers, master teachers (one per center), teachers trained in early childhood development or related areas, teacher assistants and teacher aides. The Day Care program recently received a DOL grant to train teacher assistants. They are enrolled at the City College of San Francisco in early childhood development classes.

EOC Day Care Centers have an enrollment of between 197 and 227 with children aged two to six (according to two sources). Enrollment fluctuates daily, and no central attendance records are kept.

Most of the enrollees are former, present, or potential AFDC recipients. Approximately 15% are now receiving aid for dependent children. It was estimated that 95% of the families paid no fees and the other 5% paid according to family income up to $25 a month.

According to the director the centers serve about 40% black, 30% Spanish-American, and 30% Anglo and Chinese-Americans and "others." He also estimated need as a result of a survey made in conjunction with the Unified School District to be 20,000 children from 2 years to 12 years. Most of these children would come from poverty and marginal levels.

The EOC centers offer the range of services associated with Head Start: medical and dental examinations, some corrections; breakfast, lunch, and two snacks; some social services; an education program. Their staff-to-child ratio is about 1:5. All centers have active Parent Advisory Councils that operate on three levels. There is a center P.A.C., area P.A.C., and a county-wide P.A.C. A parent involvement coordinator works with the parents.

The Day Care budget is $405,000. It costs an estimated $182 per child/month to operate this program.

City and County Department of Social Services

The San Francisco Department of Social Services supervises 13 nonprofit centers which are receiving Title IVA funds, including the EOC centers. These centers either conform to Federal Interagency Day Care Requirements or they are in the process of being upgraded. Two Day Care Coordinators help organizations write proposals for federal funding, work with them to meet requirements, and inspect the programs periodically to make sure standards are being maintained.

This agency also licenses and supervises three types of homes: family day care homes, twenty-four hour homes, and parent-child homes for unwed teen-age mothers with their infants.

Type of Home	Total Capacity	Total Enrollment
Family day care	1,151	734
Twenty-four hour care	170	151
Parent-child	12	11

Other Agencies Providing Child Care

Head Start operates thirty-four centers serving 550 children aged 3.9 to 4.9. The Head Start program operates four hours a day for nine months. Cost per child is $201 a month (compared with day care cost of $182 per child/month for 12 months). There is no fee charged in the Head Start centers. Unlike the day care centers Head Start pays no rent for facilities and receives most services in-kind although they contract for some services (medical, dental).

Mission Neighborhood Centers, Inc. is a federation of seven settlement houses. A wide variety of services are offered including four family schools which provide a half day compensatory education program for 180 children ages 3½ to 5. Funding is through the State Department of Education and includes 75% funds from HEW. This program is part of the State Preschool Education program.

The Catholic Archdiocese conducts four family schools under the same arrangements as Mission Neighborhood Centers. Service is provided for approximately 100 children.

Family School Alliance includes four community centers and provides services for approximately 200 children. Again this is a half day program for children ages 3½ to 5 and funding is from the same sources as above.

No organized program for providing care in the child's own home was found in San Francisco. No facilities were found for evening or night-time care of children whose parents work during these hours. The only program for school-age children is in the Children's Centers.

For the most part child care services are provided by the schools, the welfare department, and non-profit organizations which are increasingly coming under the supervision of the welfare department in order to receive Federal funding. Proprietary day care is negligible in comparison with other cities visited in this study: only 13 centers in all of San Francisco.

3.5 Proprietary Centers

There are few proprietary full-day centers in San Francisco, only 13 listed by the Department of Social Services and in the Yellow Pages. All of these facilities are located far outside the central city in suburban, middle-class neighborhoods. Attempts were made to interview each proprietor either by phone or in person but most proprietors were unavailable or they refused to be interviewed. Operators of the centers in affluent neighborhoods were more suspicious and defensive than those in poorer neighborhoods.

A team member saw three facilities to which she was unable to gain entrance. The first was a white stucco cottage with bright-red and blue trim. Located in a pleasant residential neighborhood of single dwellings, it had a fenced-in grassy yard. A glimpse of one room showed it to be in need of paint. The attendant who opened the door was a women in her fifties who told the interviewer that the director was not there. Several phone calls to the director yielded only the response, "My husband will call you." He never did. The second facility operates two nurseries under one director. One facility was located in a middle-class residential section near Golden Gate Park. It was a well-kept pastel stucco cottage in a block of similar homes, all with beautiful lawns and gardens. An older women opened the door a crack and gave the interviewer a number to call to speak to the director. She was never in when called and did not return the calls. The third was a store-front in a rather run-down dirty commercial area. The front window was curtained with a bright nursery print. Because it was naptime the interviewer could not get in. A wooden fence surrounded a backyard about 20 x 50 feet which had cheap, run-down climbing, swinging, sliding equipment. There was no answer to several phone calls.

A phone call to the fourth proprietary nursery school revealed that it was owned and operated by a man who had a staff of 12 full-time and part-time employees. He is licensed for 59 children, has a waiting list, and is building a new wing so that he can accommodate more children. His fee is $150 a month. The parents of his enrollees are both working or are sole-parents and their income ranges from $500 a month up. One child had fees paid by the welfare department. This proprietor sees any Federal aid to day care as an encroachment on private enterprise. He refused to let a day care specialist visit his facility.

Proprietors in poorer neighborhoods were willing to be interviewed, wanted to help anybody concerned with day care, and expressed the hope that the Federal government would subsidize private day care as well as provide public facilities. These proprietors serve families in which both parents are working or the mother is the sole support of the family. Their enrollment fluctuates; none were fully enrolled during the summer. Sometimes they cannot collect their fees; they tend to form friendships with the parents and to be willing to "help out" by keeping the children even when payment is not always or regularly forthcoming. This means that they do not make enough money to pay qualified teachers, to have enough assistants, or to buy equipment. They seem to be doing the best they can, apparently not making much of a personal income, and looking on themselves as providers of an essential service. The average fee is $25 a week per child with some discount for more than one child from a family but none of them can count on $25 a week from their licensed number of children year round.

4. Community-wide Picture of Day Care--Oakland

4.1 Political Structure

Oakland, a city of about 350,000 people, is one of thirteen incorporated municipalities in Alameda County. It has a mayor and city manager, but the city government has no role in providing day care. The schools are administered by the Oakland Unified School District. The State Department of Social Welfare office in San Francisco which is also responsible for State welfare services in Oakland, maintains a branch office there. Since Oakland is the county seat, the County Welfare Department is also located there. As in San Francisco these are the agencies which have responsibility for child care.

4.2 Supply of Day Care

Oakland operates Children's Centers under the aegis of the Elementary Division of the school system. Both preschool education (the compensatory program), and the Children's Centers are under a single director. They are kept strictly separate, however. The Children's Center program serves the children of poor working mothers while the pre-school education program serves the children of poor non-working mothers.

There are 15 centers in Oakland with an enrollment of 1,300 children from 2 to 12 years old, 75 percent of whom are school-age.

Individual centers accommodate from 17 to 119 children. Eighty-five percent of the families are one-parent families and that parent is working. There are about 1,300 children on waiting lists.

The Oakland centers offer the same services as those in San Francisco: hot lunch, breakfast for 25¢ a day additional charge, two snacks; curriculum; occasional physical check-ups by a nurse. Since there is no health care budget, any health services are provided by referral. A social worker does attempt to follow-up on children's needs and help families find services elsewhere. Nine centers are located in anti-poverty target areas and 85 percent of the families using children's centers are low-income families, eligible for Medi-Cal and supplemental welfare services.

Because so many California colleges and universities offer degrees in early childhood education, more than enough state certified applicants are available to staff the centers. Three levels of teachers--supervising, assistant, and aide--are certified and a new, federally-funded program enables aides to work up to full teacher status. There is one man in every center. Supervising teachers are paid from $6,900 to $11,000; assistant teachers get 80 percent of that salary; aides begin at $2.94 an hour.

Some parents pay no fee while others pay up to 70¢ an hour for one child with adjustment in fees for more than one child. It costs Oakland an estimated $1, per child/year. State funds cover about 60 percent of this cost, parent fees about 25 percent; local over-ride tax pays the rest. The Oakland administration figures the cost of children's centers at 90¢ per child/hour as compared with $1.01 in San Francisco. The State pays 42¢. The WIN program pays for care in centers, but the number of slots or amount of money were not known.

Oakland also has a parent participation program in the Adult Education Division. Parents and children attend only one day a week.

4.3 The Organizations Providing Day Care

Other organizations that operate day care centers for large numbers of children are the Oakland Economic Development Council, Incorporated (OEDCI) and a religious order.

OEDCI Day Care

A couple of years ago a group of women organized to establish child care centers which would be an alternative to the Children's Centers. Calling themselves MAW (Mothers Alone Working) these women wanted centers over which they could exercise some control. At about the same time, the Oakland Council of Churches set up a day care committee to explore ways in which the churches could contribute to meeting the need for day care in the community. These two organizations found each other and as a result, parent-controlled centers are now operating in five churches. The Council of Churches not only solicited facilities, it also helped MAW get CEP funding, without which the centers could not operate. Now part of the Oakland Economic Development Council, Inc., the centers are known as Parent Child Development Centers. They operate under a central administration and care for approximately 1000 children. For a description of one PCDC see Appendix A.

Religious Operated Day Home

This fifty-eight year old home is the largest non-profit center in Oakland. It has a capacity of 150 children, aged two through six. Run as a charity by nuns, the Home offered minimal care in a substandard facility until Title IVA made Federal funds available to the Home. Now 120 children are supported by Title IVA. The United Bay Area Crusade gave $29,000 last year, and Catholic Charities provides some funds. With this additional money, the building has been brought up to the licensing standards, services have been expanded and extended to the poor; the program has been upgraded; and a career ladder for non-professional staff members has been instituted.

The Home provides a developmental program, including kindergarten for the five-year olds, hot meals, and other services. Parents pay on a sliding fee scale by the month. A description of the Home is included in Appendix A.

The County Welfare Department licenses and supervises day care homes. In September 1970 there were 170 licensed homes with a capacity of 530 children. Under the WIN program, the County Welfare Department gives trainees a child care allotment with which they can purchase any child care arrangement they choose; no guidance or supervision of child care services is provided.

There are eleven proprietary full-day centers in Oakland with a capacity of 319 children. A few years ago these centers had long waiting lists, but now most of them are not fully enrolled.

Other child care services in Oakland include private non-profit, cooperative, and proprietary half-day nursery schools; Head Start which had six half-day programs last year for 125 children; and a drop-in center for children of low-income students at Laney College sponsored by the Peralta Teacher's Association.

4.4 Day Care Coordinator

Oakland, like San Francisco, has the benefit of a local government office responsible for coordination of day care activity. In 1968 both the San Francisco and Alameda County Welfare Departments established the positions of Day Care Coordinator. The primary responsibility of the coordinator is to channel Title IVA funds into day care centers. In order to carry out this task, the Coordinators found that they had to collect information about all day care in the community. They also had to understand Federal and State funding. As a result, these cities now have a central source of information about all kinds of child care. Directories of all licensed centers have been compiled and the persons and organizations involved in day care have been identified and contacted.

Besides collecting and organizing information about day care, the Coordinator informs interested groups about the availability of and requirements for Title IVA money. She helps them organize and plan a program and write a proposal for government funding. She advises them about potential sources of private funding such as the United Bay Area Crusade, Ford Foundation, and so on, for the 25% they must have. She also helps them lobby for funds from the County Board of Supervisors. The main problem the Day Care Coordinator has encountered is getting the 25% local money. There is no money available in the State welfare budget for day care. The Alameda County Welfare Department has no money for day care centers. Therefore, local groups must get their 25% of the cost from private sources. Affluent, sophisticated groups have been able to raise this money from foundations, organizations such as alumni groups, subscriptions, and (large) individual donations. Poor people lack the resources among themselves and they lack the knowledge and contacts to get money elsewhere. For this reason, Oakland has been able to use very little of the Title IVA money.

The position of day care coordinator makes a great difference in the degree of organization of child care services in a community. Even though many agencies are operating centers independently and financing is complicated, there is one office bringing order out of chaos. This office could be the beginning of a permanent public agency responsible for institutionalizing day care.

5. Community-wide Picture of Day Care--Berkeley

Berkeley is immediately adjacent to Oakland. In fact, it is impossible to tell, except where there are signs on the main thoroughfares, where Oakland ends and Berkeley begins. Berkeley is also in Alameda County; thus, day care licensing and coordination are handled by the offices responsible for day care in Oakland. Berkeley, however, is a university community. Not only is it a community whose residents are more educated and politically aware than Oakland's but it is also one that is noted for espousing progressive trends. Berkeley, therefore, presents an interesting contrast and comparison with Oakland.

5.1 Supply of Day Care

Like Oakland and San Francisco, Berkeley uses State funds to operate Children's Centers , Preschool Education Programs (also supported by HEW), and Parent Nurseries. These funds are intended to support, respectively, day care for children of poor working mothers, pre-school programs for children of poor non-working mothers, and nursery schools for any children whose parents participate, regardless of income. The Berkeley school administration set up a department of Early Childhood Education which is responsible for the first two programs and which shares responsibility with Adult Education for the third. So far, funds for the first two programs have been mixed so that centers can offer both programs in the same facility. Plans are underway to add parent nurseries to the mix. The effect of this mixing is to integrate children from all kinds of homes, to make the whole array of services available in each center, and to gain the volunteer help of mothers in the child development course for all centers.

5.2 Child Care Survey

Last year a citizens' group conducted a preliminary survey of resources and needs, presented their findings to the school board and the city administration, and received funding from these sources to conduct a full-scale, systematic survey of child care needs throughout the community. Calling themselves the Committee on Child Care, they set up an office in the school administration building and hired a consulting firm to design and direct the study. The data collection and preparation of the report, which includes plans for implementing a community-wide child care program, were done by volunteers (many university students and professionally trained persons). Although the final report is not yet completed, some of the findings of this survey are available. In summary, the major results are as follows:

> The parents of 56% of all Berkeley children between 3 months and 12 years stated that they "need, want, use or plan to use," child care.
>
> 85% of the parents gave as their reason for needing child care "working, in training, or would work" if child care were available.
>
> 13% of the children under age 12 were in group care; 10% were in part-day nursery schools; 28.9% were cared for by a sitter in the home.
>
> 13% were cared for in unlicensed homes.

36.3% were not receiving the care they needed as perceived by parents.

Group programs providing full-day care serve only 3% of the children who need child care services.

30% of the parents using babysitters and day care homes prefer this arrangement.

70% of the parents using centers prefer this arrangement.

There are no programs for care of infants or upper elementary children.

Public centers have long waiting lists.

Proprietary centers are not always fully enrolled.

The Berkeley Unified School District provides care for children through age 7 (142 children with over 300 on a waiting list). No programs for older children are available from any source in Berkeley.

6. Regulation of Day Care

Licensure by the State Department of Social Welfare is required to operate any establishment for the care of children under 16 years of age, regardless of the number of children for whom care is provided. Group day care facilities are licensed directly by the Department while family day care homes are licensed by county welfare departments under delegation of authority from, and under the supervision of, the State Department of Social Welfare.

When interested persons call in, they are invited to attend a group information meeting where local ordinances, fire safety, business, and sanitation requirements are explained. Each person is assigned a license representative who processess the application and makes site visits. Forms are then sent to obtain State fire clearance of the building and criminal record clearance of the potential operator.

The Licensing Rep is primarily concerned with physical environment, inspecting the site for health and safety requirements.

She asks the Fire Marshal and the Health Department to inspect the facility and advise her. About 6 weeks after the center is licensed and operating, the Rep visits the facility once. She inspects each center annually for license renewal and works with marginal operations in an advisory capacity to upgrade them. Licenses are granted once a year at no cost to operator. Each operator must also have a business permit (local ordinance).

The San Francisco regional office is responsible for 16 counties and presently has 95 applications for day care centers on file.

One Licensing Representative, who reports to the regional office in San Francisco, is responsible for licensing and inspection of all public and private day care centers in Alameda and two other counties. Since she is responsible for three counties, including the largest, most populous county in the state (Alameda), the amount of regulation and assistance received by each center is limited.

Family day care home licenses, as previously noted, are issued by county welfare departments. No effort is made to recruit day care mothers or to inform users about the desirability of licensing.

At the present time the State Department of Social Welfare is in the process of revising day care regulations. Local Child Care Committees, comprised of representatives of the welfare department, interested citizens, day care operators, and users of day care facilities, met during the spring and summer to draft proposed regulations. The proposed regulations were submitted to colleges, professional organizations, and licensees for their review and recommendations. Public hearings on these drafts were held throughout the State and modifications made. When the drafts were acceptable to the local Committees, they were submitted to the State welfare department. Formal hearings have been held and a final draft of the new regulations is now being prepared.

7. Representative Facilities

Day care specialists and a facilities expert visited the following centers and homes:

5 San Francisco Children's Centers
3 non-profit centers receiving Title IVA funds
An OEDCI Parent Child Development Center
A non-profit, non-Federally-funded center
4 proprietary centers
1 family day care home.

Descriptions of these facilities are included in Appendix A.

Des Moines, Iowa

Des Moines, Iowa

1. Introduction

Des Moines, Iowa, was selected as one of the cities for the survey for several reasons: (1) it is located in the agricultural Middle West; (2) it is of moderate size (about 217,000); (3) it is a largely white-collar city; (4) it is known to be a large employer of women; and (5) it is a politically conservative city located in a conservative region. It was assumed that these factors would give a picture of day care that is significantly different from that presented by other cities surveyed, as well as one which is perhaps typical of many localities in the American heartland.

Des Moines, the capital of Iowa, is a city of about 217,000 (estimated on the basis of 1968 figures, the most recent available at the time of writing). It is located in Polk County, which appears on the map at first glance to be very near the geographic center of the state. Neighboring cities of significant size are Omaha, Kansas City, Minneapolis, St. Louis, and Chicago, but all of them are located at inconvenient distances, so that, in effect, Des Moines is a moderately large urban area isolated in the midst of a region that is almost entirely rural and agricultural. In this case, the region has put its stamp on the city, rather than the other way around.

The tempo of life and thought in Des Moines reflects its agricultural ambiance (cattle, grain); it is deliberate and cautious. Needs tend not to be felt as acute or urgent, demanding fast action. Unusual weather, like blizzards and heat waves, and yearly seasonal events like the state fair are used as benchmarks in time-keeping. Since most people are basically satisfied with things as they are, they tend to get along as they have gotten along in the past. The classic conservatism and individualism of agricultural societies are present in Des Moines to a significant degree, and there tends to be a certain indifference, not to say opposition, to outside persons and forces. One is expected to make his own way and not demand a great deal of help from others. Social action programs in Des Moines have been slow in starting and have exerted only moderate force.

Des Moines is thus a city with quite a different character from the others surveyed in this study, but one that is doubtless representative of great portions of the United States heartland.

2. Community Description

2.1 Political structure

Des Moines has a mayor who heads a typical organization with the usual municipal government functions.

2.2 Population

Des Moines, with an estimated 1970 population of 217,000, accounts for 90% of the urban population of the county in which it is located and is by far the largest city in Iowa. The growth rate is about 1% a year.

Projections based on available figures indicate that there are about 70,000 children under 12 in Des Moines, with about half of these, or 35,000, under the age of 6. If we estimate that 9% of these are in poverty homes, we find about 6,300 poor children under 12 and 3,100 under 6 in the city.

The population of Polk County was 4.6% nonwhite in 1966. This figure includes Indians and Mexican-Americans. Of the nonwhite population, 97% was black. Using the estimated figure of 217,000 for the 1970 population of Des Moines, we arrive at 10,000 nonwhite, of whom 9,700 are black.

The median age in Des Moines is 28 years. This is doubtless a result of the large influx of young persons, especially young women, from the surrounding region seeking clerical and service employment.

2.3 Economy

Des Moines is an overwhelmingly white-collar city. This is shown by the fact that only one out of five businesses in the city employing 25 people or more is in manufacturing (see table below). In addition, the state government bureaucracy is a large employer of professional and clerical people.

Firms in Des Moines Employing 25 or More People

Number of employees	Number of firms	Number of manufacturers
25-50	255	30
50-100	138	30
100-250	89	27
250-500	24	10
500-1,000	13	4
1,000 +	11	5
	530	106

2.4 Employment

As of June 1970 Des Moines had a total work force of 159,000; of these, some 27,000 were employed in manufacturing and 132,000 were nonmanufacturing wage and salaried employees. There were 5,700 unemployed, a rate of 3.7%. These figures, coupled with the business profile, reveal Des Moines as an overwhelmingly white-collar city, especially if we interpret "white collar" according to the definition of the Census Bureau and include professional and technical workers, managers, officials and proprietors, and clerical and sales workers.

What is also noteworthy is the estimated ratio of male to female employment. Although exact figures are not available, it is clear that this ratio in Des Moines is very close to 50:50, something of an anomaly in large-city employment patterns.

The three largest employers are insurance, retail sales, and medical and other health services, in that order. Together they account for about 20% of the work force.

The high proportion of white-collar employees translates into a large population of people holding skilled or semiskilled positions. There are great numbers of clerical positions in Des Moines, and this fact makes the city a magnet that draws young people, especially young women, from other areas in the surrounding countryside where job opportunities are not as great. The city jobs do not pay much, by East or West Coast standards; $4,000 a year is considered a good salary. The range is mostly between $3,200 and $3,800 per year (this range would include most of those in retail sales, for instance). In general, wages for women tend to be supplementary rather than the main source of income for heads of households.

2.5 Poverty

Des Moines has poverty, though local opinion does not consider it severe. The country atmosphere of the city makes conditions appear better than they actually are, at least to observers accustomed to metropolitan areas on the East Coast. The city is not crowded. (Population density is approximately 3,000 per square mile, putting Des Moines in the same range as Albuquerque, New Mexico Charlotte, North Carolina, and Madison, Wisconsin, as compared to Manhattan's almost 75,000, San Francisco's 16,000, Philadelphia's 15,000, and Baltimore's almost 12,000 inhabitants per square mile.) Greater Opportunities, Inc., the local CAP, is presently conducting a survey and has picked up 1,380 families below the poverty income line. If we estimate that each family has, on the average, three children and that 60%

include both husband and wife, this would make a total of 6,348 persons living in poverty. A further hypothesis is that this survey is picking up only about 15 to 20% of the actual need. If this is so, the actual poverty population of Des Moines approaches 25,000, or more than 10% of the total population of the city. The percentage of population in Polk County under 5 years of age in 1966 was found to be 12.6; applying this to the hypothetical poverty population of 25,000, we reach a figure of 3,150 children in poverty families under 5 years old.

2.6 Public Transportation

Public transportation is inadequate to poor in Des Moines proper and is worse in the greater metropolitan area. This presents a hardship to poor persons who might otherwise find jobs that are not close to where they live.

2.7 Projected Employment Opportunities, 1970-75

The Iowa Employment Security Commission has published figures on projected manpower needs for the next five years. These indicate that overall job opportunities in the state should increase by about 68,000. With the estimated 1970 employment of 1,125,000 (all figures are rounded), this translates into an expansion rate of 6.1%. The replacement employment needs will be about 132,000. Thus it is anticipated that about 200,000 new workers will be needed in Iowa during the next five years.

Iowa is divided into 16 Cooperative Area Manpower Planning Systems (CAMPS) areas. The projected growth rate for the area of which Des Moines is a part (Area XI) is 8.4%; this figure is higher than that for the state as a whole and is the highest of all the CAMPS areas. For Area XI, the estimated number of new jobs in 1970-75 is 17,600. If we take the detailed estimates for new jobs of particular interest to women, we find that there should be some 5,100 in clerical and kindred occupations, 1,200 in sales, 3,300 in service occupations, and 750 in medicine and health. (We have omitted from consideration managerial and professional personnel, farm and other laborers, craftsmen, mechanics, and construction workers, most of whom would be men.)

Once again the white-collar and strongly female character of the Des Moines job market is illustrated by projections of new jobs: 9,350 out of a total of 17,600 estimated new jobs in 1970-75 are those which are or may be filled by women, and are not in management, manufacturing, construction, or crafts.

2.8 Occupational Training

From the data available, it seems clear that the tendency will be for persons with clerical skills to fare better in employment than unskilled people in the immediate future. Opportunities for service jobs are next best, and it is conceivable that training for most of these opportunities could be done on the job with a very short learning curve. Des Moines manpower training programs (CEP, WIN) are only two years old, and have just begun to achieve any real effectiveness.

In no case is day care more than a marginal focus in occupational training. Slots are allocated to programs, it appears, more as a passive compliance with national patterns of operation than as a result of perceived need by administrators. While training programs are becoming more sophisticated, it seems inevitable that, regardless of the caliber of training available, competition from migration into Des Moines from the surrounding areas by young women already trained for work in clerical and sales occupations (high school) will make it necessary to give special treatment to local unemployed (and undereducated) women who are heads of households. The competition, though present, will be less severe in the service area, but black women may suffer from discrimination. (There is clearly observable segregation in housing, for instance.) What can be said with some positiveness is that the indicated areas for training are well marked: clerical and clerical-related jobs, and service occupations (food preparation and service, sales, health, etc.).

2.9 Employer-Sponsored Day Care

No industry or business in Des Moines sponsors day care for its employees. Interviews with four insurance company* officials (two in personnel and two in administration) confirmed our prior assumption that the business community's attitude is that day care is not related to profits and is therefore not a matter of concern to management. The state can and does provide a source of women who come to the city qualified (high school) and looking for work. If they have to drop out of the work force later because of child-care problems, there are others to take their places.

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*Insurance industry is one of the three largest employers and a large employer of women

There is one institution in the city, Iowa Methodist Hospital, which does provide day care for certain of its employees, in this case nurses. The reason is clear: nurses are everywhere in short supply, and the hospital found it in its own best interest to provide child care. The hospital contributes about one-fourth of the cost (in funds, perhaps more in kind) of operating the center, which cares for an average of 30 children a day from infancy to school age. For a fuller description, see the reports on individual programs at the end of this report.

There is a nationwide trend, as is known, for hospitals to provide day care services to their personnel. In this connection it is interesting to note that Iowa Methodist is the only hospital, not only in Des Moines, but in the whole state of Iowa with a child care program for its employees.

It thus appears clear that industry and public institutions in Iowa do not perceive day care as a necessary or profitable operation, except that nobody is against day care in principle. The need will have to become a great deal more pressing before one can expect employers in Des Moines to give serious consideration to day care activities for their employees.

2.10 Public Schools

The public schools in Des Moines have no programs, or any concrete plans to set up programs, offering day care for preschool children or before or after-school care for older children.

2.11 Attitudes of Public Officials Toward Day Care

People in public agencies interviewed with regard to their attitudes on day care exhibited a dualism in their thinking: all approved of the idea of getting women employed and off welfare, but soon turned (without direction from the interviewer) toward the benefits of day care for the child--removing him from an unfavorable environment, enriching his childhood experience, etc. Education was stressed as a necessary factor in all child care activities.

There is no question that there is a need for day care in Des Moines. Every official who was asked asserted this with emphasis. No one, however, has any reliable figures on the extent of the need, nor what part of it is being met by presently existing day care facilities within the city.

In the training programs (CEP, WIN), the need for day care was felt as administrative; what slight interest there was in day care was motivated by the desire to enable women to attend training. It was the impression of the interviewer that this was perhaps the result of the black matriarchy. The black woman has been able to find work more easily than the black man in Des Moines, with the result that the woman emerges as the dominant figure in the household--a well-known pattern. Black men, who staff the training programs, tend not to push too hard for programs that are advantageous to women.

2.12 Overall Impressions of the Community

It is well known that Iowa is a conservative state, and one expects

Des Moines to be a conservative city, especially in view of its location in a prosperous and stable agricultural region, the fact that it is the state capital, and the fact that the majority of its business firms are of the white-collar variety, with insurance prominent in the spectrum. The experience of the field team confirmed these expectations. Community leaders appear to have a hands-of attitude toward social problems, such as housing. (There is much bad housing in Des Moines but there is no local agency solely responsible for housing and housing conditions within the city in general.) It appears that the dominant business firms in the city have resisted the location of other kinds of industry in Des Moines. The United Fund has expanded very little in the past ten years. The city has not been enthusiastic in using federal aid for social betterment programs or in implementing them once they are begun.

Day care is not perceived as an urgent issue on the public level in Des Moines, and yet the need is there and is growing.

3. Community-wide Picture of Day Care

3.1 The Most Active Agencies

The most active agencies in the provision of day care in Des Moines are:

(1) Tiny Tot, Inc., a nonprofit organization founded three years ago and now financed by OEO (Head Start), welfare department, CEP payments, and USDA reimbursements. It has just signed a contract with Model Cities. Parent fees make up a small proportion of its income, and the organization accepts gifts whenever they are offered. Tiny Tot is still pretty much an independent operation, but is beginning to take on formal structure. Tiny Tot operates four centers, with about 150 children. The Board consists of a few professionals and many inner-city residents. Staff consists of director, 4 supervisors, 4 teachers, 16 group workers, plus service personnel and consultants.

(2) Day Care Services, Inc., private nonprofit organization which has been in operation for 28 years. Runs 3 centers for 115 children. A central staff of three professionals - director, social worker, child development supervisor serves all three centers. A board of directors made up of 30 members, 10 of whom are parents, formulates policy and, through task forces, deals with special problems, such as revising the fee schedule.

One of the three Day Care Services centers is church-sponsored. Space is donated by the church. The church also contributes funds to operate the center. Day Care Services, Inc. performs administrative function only. Last year's (1969) budget was $110,000, of which 75% was paid by the United Community Service. The rest was paid by parent fees. Day Care Services participates in the U.S. Department of Agriculture food program. Staff members are paid by Neighborhood Youth Corps and Community Improvement, Inc. Some fees are paid by CEP for care of trainees' children. They are in the process of applying for Title IV A funds through the welfare department.

The centers are located in two churches and a community center building. Two of the centers are in the Model Cities area in neighborhoods that are almost entirely black. They are spacious and well-equipped facilities.

Routine health care for the children is provided through arrangement with a health center. The social worker is responsible for arranging for any special treatment. Psychiatric testing and services are available by referral to the Child Study Center.

The social worker and child development supervisor provide ongoing in-service training for the teachers and aides.

There is competition between Tiny Tot, Inc., and Day Care Services, Inc., for funds. Both want support from Model Cities.

Day Care is old, established. Tiny Tot is a new, grass-roots organization.

(3) State Department of Social Services: The staff of the Child Welfare Services office consists of a day care supervisor andfive licensing consultants. The day care supervisor attempts to coordinate various sources of Federal funding. For example, Model Cities has allocated $46,000 to the welfare department to be matched with Title IVA money. The licensing counsultants help day care centers qualify for Federal funding. They also function as inspectors, insuring that the standards of the Federal Interagency Day Care Requirements are being maintained or that centers are working toward compliance.

So far, the efforts of the Child Welfare Services division has brought about little expansion in day care facilities. Although everyone agrees that additional facilities are needed, there does not seem to be much pressure to create them. The department itself does not run or sponsor day care centers, but acts as a licensing, inspecting, and coordinating agency.

3.2 Government Involvement

Federal: Much available federal money goes unspent. There seems to be little pressure from above to see that communities or community organizations take advantage of opportunities to get federal financial assistance. A $100,000 surplus was mentioned. Small amounts of CEP and WIN funds are used to purchase day care slots for trainees' children.

State: The state supports day care through the administrative, licensing, and inspecting activities of the Day Care Supervisor and his assistants.

Local: Most of the local money comes from county funds, of which there are four sources: the County General Fund, County Institutional Fund, County Mental Health Fund, and County Poor Fund. It was impossible to determine to what extent available funds are being used.

3.3 Supply of day care

No agency in Des Moines has a current accurate count of the number of slots in licensed full-day centers. There are 62 half-day and full-day facilities in Polk County, of which about 21 are full-day operations. Since the total number of slots in all kinds of centers is about 1,802, it can be assumed that approximately one-third of these slots are for full-day care. The total number of licensed homes in the county is 305. Since homes may care for no more than five children, including those who live there, the maximum number of slots in day care homes would be 305 x 5, or 1,525. The existing supply of day care in Polk County, then, is estimated as follows:

Total number of slots in licensed centers and homes	2,125
Number of slots in centers	600
Number of slots in private-nonprofit centers	215
Number of slots in proprietary centers	385
Number of slots in homes	1,525
Number of subsidized slots	unavailable

3.4 Problems in Day Care

Aside from the overall problem of an inadequate number of slots for children who need them and the lack of energetic support for day care on the public and official level, there is the problem of the location of such proprietary centers as there are. The character of a center (quality of facilities, staff, and program) will reflect that of the neighborhood in which it is located. In the inner city, where centers are often housed in deteriorating facilities, population is dense (for Des Moines) and there is a mix of old individual houses and (sometimes) quite good public housing. There are many one-parent families and mothers in job training or struck in dead-end, low-paying jobs. Although there is a racial mix, children in centers are mostly black. Centers are subsidized, and almost invariably nonprofit, ranging in quality from poor to excellent. There is usually some involvement of the community in running the center and establishing its programs.

As one moves out from the center city, one finds drab, detached frame houses populated by working-class or lower-middle-class whites - the people we think of as of the blue-collar "silent majority" - conservative, unsophisticated, somewhat fearful and very defensive. Here a day care home or center is likely to be a marginal business operated by one or two women (or men) who depend on it for their livelihood. Care is mostly custodial, with some gestures toward providing play equipment and a bit of education. The clientele of these centers is likely to consist of families where both parents work in order to maintain a minimal standard of living. The operators of this type of center tend to be quite resentful of the public support given to poverty area centers feeling that there is unfair competition. (Indeed, many of these middle-neighborhood centers are struggling to survive.) Actually, of course, the centers supported by anti-poverty funds take nothing from the middle-level centers in the way of clientele, because the anti-poverty area centers serve a population that lives too far from the other centers and would in any case be unable to afford their fees, modest though they are. Needless to say, there is no community involvement or sense of identity of the parents with this type of center; both clients and operators view it as a service, bought and paid for.

The third type of center is located in semi-affluent to affluent neighborhoods and resembles a school more than a custodial institution. Parents tend to be well educated and to demand cultural and intellectual enrichment for their children.

One problem is that people in "better" neighborhoods resist the establishment of day care centers and force them sometimes to choose unsatisfactory locations. Somehow this prejudice seems not to extend to anything that can be called a "school."

3.5 Regulation of Day Care

The licensing agency in Iowa is the State Department of Social Services. Day care centers and other such facilities which provide care for six or more children two years of age or older must be licensed. Operation of these facilities are governed by the Department's "Nursery" regulations. Foster day care homes, also required to be licensed but subject to different regulations, may care for no more than five children (including those of the foster family). A home may not provide both full-time care and day care for foster children without the approval of the Department. Standards are in the process of being revised, and new rules will be published probably in 1971. There is a professional with the title of Supervisor of Day Care, with five assistants called Licensing Consultants. The consultants spend 60% of their time working with operators in regard to administration, budget, opening new facilities, etc. Forty percent is devoted to inspection. The emphasis is on helping operators reach and maintain quality standards of operation rather than on rigid application of rules.

There is the formal requirement that care paid for with federal money must meet the Federal Interagency Day Care Requirements. It is doubtful these standards are being met in the literal sense, but the state licensing authorities are working toward that goal.

4. Representative Facilities

Day care specialists and a facilities expert visited or received telephone reports on a number of centers in Des Moines. Descriptions of these facilities will be found in Appendix B.

Greenwood, South Carolina

Greenwood, South Carolina

1. Introduction

The city of Greenwood, South Carolina was selected for study because it is a Southern industrial community, with many jobs for women, which is small enough to represent numerous communities throughout the area. When the field team members began work in Greenwood, however, they found that they could not separate the city from Greenwood County; consequently, the profile includes the whole county. As in Sagadahoc County, Maine, statistical data are scarce and records relating to population, income, employment, and day care are poorly kept.

Greenwood County, South Carolina includes the towns of Greenwood, Ninety-Six and Ware Shoals. Located in the western area of South Carolina, the area is essentially semi-rural countryside with rolling hills. The housing consists mainly of one family residences in the towns and in the countryside. Greenwood City, the shopping focus for the county, has a few medium-sized soft goods department stores and many small specialty shops. New municipal buildings form a small civic center. The towns are very tidy looking with many gardens. The rural homes appear modest but generally adequate. All appear to have inside plumbing. The roads in the county are adequate and in good repair.

2. Community Description

2.1. Political Structure

The Greenwood County government affairs are handled by the County Legislative Delegation and the County Finance Board. The municipal governments throughout the County are of the Mayor-Council type.

2.2. Population

The population of Greenwood County is 48,995. The population of Greenwood City is about 20,932. Since 1966 the population has grown by about 574 persons each year. The total number of children under 12 in 1966 was 11,208. There were 5,604 children under age six.

2.3. Employment

Greenwood County, the most prosperous of a five county area, provides jobs for out-of-county residents as well as for its own. A textile mill and garment manufacturer are the major industries, but the recent addition of a nylon yarn mill and surgical products plant has widened the economic base. Nevertheless, the current economic outlook is not one of expansion but of maintaining the status quo. Employment in Greenwood County in 1960 amounted to 28,500, and 39% of the work force were women. Approximately 3,000 workers are from outside the county. The July 1970 unemployment rate was 2.5%.

Female employment is concentrated in the following industries: textiles, printing, nylon yarn mills, mop manufacture, curtain manufacture, medical-surgical products, meat products, garments, flower seeds. The major occupations for women are in textiles and garment manufacture. These are marginal wage occupations. Although there are power sewing jobs available, these jobs pay very low wages and offer no career opportunity or wage increases. Furthermore, work depends upon contracts, resulting in periodic layoffs.

In 1966 per capita disposable income in the county was estimated at $1,772, as compared with the national figure of $2,367. Greenwood County ranked higher than 53% of all counties in the country in disposable per capita income.

2.4 Poverty

The estimated median family income in 1966 was $5,076; the average United States County standard for the same year was $4,630. Out of a total of 12,813 families, 2,826 or 22.1% were poor in 1966 in Greenwood County. These families had an estimated 1,176 children under age six.

The Welfare Department of Greenwood provides AFDC to 266 women with a total of 827 children. Of these 827 children, 207 are under six.

The Welfare Department counselors saw no large shift off the welfare roles, although some mothers were being trained in power sewing at the CAP agency. Welfare mothers enrolled in the CAP manpower development program receive a stipend of $16 from CAP for child care, transportation and lunch.

2.5 Occupational Training

GMAS Community Action, Inc., which serves the Counties of Greenwood, McCormick, Abbeville and Saluda, conducts a variety of local manpower training activity. The basic program is a mixture of academic and trade skills. English and mathematics are designed to prepare the students for whatever trade they choose; preparation for the GED certificate is offered and encouraged. The program includes training for nurses aides, secretarial aides, power sewing machine operators and machinists. About 200 people receive training annually. GMAS receives some gratis instructional services in support of its training effort from Piedmont Technical Center, an area trade and technical institution supported by county and state funds. Eligible trainees receive a stipend of $16 a week to defray day care, transportation and lunch expenses. Since there is a need for trained workers in skills areas covered by the training program, the trainees have a good record of employment.

2.6 Transportation

Because there is no public transportation system, getting to work is a serious problem for the poor. This lack of transportation adds to the difficulty of making child care arrangements. Although car pools have been organized to provide rides to work, they cannot also deliver children to day care facilities. Consequently, mothers resort to keeping an older child at home to babysit. The employers interviewed expressed interest in day care but had not considered it a major problem. One large firm conducted a study of absenteeism and day care was not listed as a major cause.

3. Community-Wide Picture of Day Care

In Greenwood many people are concerned about the need for day care, not as a benefit to working mothers but as a necessary service for children. The local CAP agency maintains that there is a need for a child development day care program serving families ineligible for Head Start according to current poverty guidelines. Church members of various denominations have tried unsuccessfully to establish non-profit day care centers. Community residents feel that the lack of day care is a big problem because frequently the care of preschool children is entrusted to older siblings, who are kept home from school. In such cases both the preschool and the school-age children suffer. Plants in Greenwood operate twenty-four hours a day suggesting a need for corresponding shifts for child care.

Community leaders have sophisticated ideas about day care and feel the need to be not for custodial care but for "quality" i.e., developmental type child care programs. Residents of Greenwood County, however, are generally unsophisticated concerning the necessity of good child care. Parents are unorganized and undemanding.

Formal day care in Greenwood County consists of the Head Start program, which operates two centers, four proprietary centers, one non-profit center, and one licensed home. The County Department of Public Welfare licenses homes and centers and purchases day care through grants to mothers. No government or private agency has responsibility for child care services in the community. Consequently, there is no central source of information, no lists of facilities, no coordination of services, and no technical assistance provided.

The public schools have no kindergartens in Greenwood, except for a pilot program in one school. Funded by the State Department of Education, this program can accommodate 60 children in two three-hour sessions daily.

3.1. Government Involvement

The Federal government supports day care in Greenwood through the CAP agency. The county contributes a small amount through the welfare department. Whether or not any Title IVA matching funds are used by the Welfare Department, no one in Greenwood knows.

3.2 Regulation of Day Care

In some communities the licensing official has become an informal coordinator who is familiar with the day care facilities in the community. In Greenwood County, however, because of her other duties, the licensing representative cannot devote much time to day care concerns. No list of day care centers or information about the centers, such as capacity, was available at the Welfare Department. The city of Greenwood requires two licenses: a business license which calls for inspection by building and fire department (renewed on an annual basis) and the day care license. In Ware Shoals and Ninety-Six no business license is required. The State Welfare Department requires licensing for all day care facilities. Because of the need for day care, the Department will issue a provisional license for a facility having correctable conditions which temporarily preclude its meeting the basic requirements for a standard license. The department will attempt to work with operators and is reluctant to close day care centers.

Procedures for obtaining licenses from DPW: 1) Application and payment of $5.00 fee; 2) site visit by health and fire inspectors; 3) if reports are satisfactory, recommendation is made to State DPW that a license be issued. An annual inspection is required for license renewal.

The license codes are difficult to interpret. Since compliance with the regulations may entail a significant renovations cost for the operator, the lack of financial assistance available to day care operators prevents some potential operators from opening centers.

Although the Welfare Department's concern for the clientele who are served by day care facilities is by no means lacking, the Department appears not to have equal technical concern with respect to the licensure of facilities.

3.3. Supply of Day Care

The supply of licensed day care in Greenwood is as follows:

339 licensed slots available (figure may be slightly higher, summer holiday made it impossible to get enrollment figures from centers).
Number of slots in centers--332
Number of slots in proprietary centers--208
Number of slots in private/non-profit centers--none
Number of slots in public centers--124
Number of slots in homes--7
Number of subsidized slots--figures unavailable.

Although there has been much discussion of the need for day care among those involved with CAP, church groups, and interested citizens, there has been no attempt to survey the need and no one could estimate how many children might be enrolled in centers and homes if they were available. Even day care operators keep no waiting lists or record of applications.

3.4 Problems in Day Care

The existing day care facilities are substandard when compared to Federal Interagency Day Care Requirements. The physical facilities tend to be inadequate; personnel are untrained; and the supportive services associated with a child development program are lacking. Except for a middle-class kindergarten and day care center, little in the way of preschool education is being provided. Day care in Greenwood is mainly custodial. No programs care for school-age children when they are not in school. Only one proprietary center cares for children whose parents work evening or night shifts. There is no one in Greenwood County who qualifies as a day care or early childhood development specialist.

4. Representative Facilities

Day care specialists and a facilities expert visited five centers and homes. Descriptions of these facilities will be found in Appendix C.

Milwaukee, Wisconsin

Milwaukee, Wisconsin

1. Introduction

Milwaukee, Wisconsin was chosen for study because it is located in the Great Lakes region of the country and is a large industrial city with an ethnically diverse population. At the time of selection the communities study team knew little about day care in this city and so the choice was not based on any characteristics of day care peculiar to Milwaukee. What they found, however, is a system for providing care in the child's home that is larger than that found elsewhere, and which is dominated by a private, non-profit organization. These elements make Milwaukee an interesting subject for a community profile of day care.

2. Community Description

2.1 Political Structure

Milwaukee, the largest city in Wisconsin, is located in Milwaukee County which lies in the southwest portion of Wisconsin. It is the county seat. The county is administered by self-contained government with typical county functions and organizations. The city is governed by a Mayor. Both County and State welfare department offices are located in Milwaukee. The schools are the responsibility of the city.

2.2 Population

According to the 1970 preliminary census figures, Milwaukee's population is down 31,885 (4.3%). The 1960 population was 741,324. This would make the present population 709,439. Approximately 10% (71,000) of the population is non-white.

(White includes Indians, Mexican-Americans, and Asians). There is a population of 7,750 Spanish-speaking persons and 2,500 American Indians.

Of the present population in Milwaukee (709,439) approximately 26% (184,454) are 0-11 years of age. The breakdown for 0-5 years and 6-11 years is 13% for each category or 92,227 children 0-5, 92,227 children 6-11. An estimated 8% of the total number of children in each of the above age groups are from poor families. This makes for 7,378 poor children 0-5 years of age and 7,378 children 6-11 years of age.

The survey picked up an enrollment potential of 3,348 slots any given program day or 4,488 slots any given program week. With the assumption that all children 0-5 are the universe of need, about 5% of this universe is being met (4,488 weekly slots ÷ 92,227 children). If the universe of need were the poor children 0-5 years of age and all these slots were directed at poor children, 61% of the need would be met.

Milwaukee has two inner cores: Inner City North (ICN) and Inner City South (ICS). The total population of these areas is 276,610 people, as large as Des Moines, Iowa. Since these two areas have been chosen by the Community Relations-Social Development Commission in Milwaukee County (SDC) as their target areas, much more is known specifically about this city within a city than Milwaukee as a whole. These two inner cores make up nearly 60% of the impoverished households in Milwaukee.

2.3 Employment

Though the major employers are engaged in the production of non-electrical machinery, electrical machinery and equipment, and food and kindred products and in that order account for one quarter of the total employment in the area, Milwaukee runs the gamut of industry.

Unemployment has increased steadily for the past eight months and gives every indication of continuing in this direction. The area employment trends were in many respects similar to national trends near the end of the year. Construction payrolls were down substantially, and a fairly general although moderate decline was evident in the manufacturing section. The present unemployment rate is actually 5.0% as compared to the U.S. rate, which is seasonally adjusted, and was 5.0% in July. The Milwaukee area rate (seasonally adjusted for comparison purposes) was computed at 4.4%. Wisconsin's jobless rate in July was 5.6% (actual) and 5.0% (adjusted). The unemployment trend in the Milwaukee area over the past five years has been upward. The present demand for labor is weak. In July 1970 the demand for professional, managerial and technical workers, which has shown substantial decline during the economic slump, continued to be weak. Requests for factory workers at all skill levels decreased further. Orders for sales people were also down. The only improvement noted was an increase in requests for health and food service workers.

In the U.S. as a whole the trend has been for a continuing increase in the proportion of women working. Nationally, the percentage of males in the labor force between 1950-60 dropped from 78.7% to 67.2%. During this time in Milwaukee County, the percentage of males fell from 82.1% to 66.2%. It is currently estimated as 61% in Milwaukee.

The total civilian work force in the Milwaukee area as of July 1970 was 640,400. With 39% of this force female, this means that 249,756 women were working. Separation of male/female employment by wages is hard to come by. However, the experience of welfare mothers shows that wages paid them for a 40 hour week average $1.95 per hour ($78.00 per week gross). Full welfare payments average $1.85 per hour and with fringe benefits such as food stamps the main benefit for welfare women working is independence and self-respect.

2.4 Poverty

A household in poverty for a non-farm family of four is determined by income of $3,800 per year or less. There were an estimated 38,950 impoverished households in the city of Milwaukee in 1966. The total number of households in the city is estimated at 185,331 (741,324 ÷ 4 persons per family). This would mean that approximately 4.5% of all families in Milwaukee are below the poverty level. If the estimate is made on just the two inner cores (ICN and ICS) there are an estimated total of 88,025 households of which 25.5% (22,446) are impoverished. There are an estimated 91,540 people in poverty in Milwaukee, 13% of the total city population.

Welfare rolls have been increasing. The following table gives the latest figures on Aid to Dependent Children which reflects the general trend.

	May	June	July 1970
Total AFDC Children	29,688	30,119	30,171
AB Children	1,373	1,393	1,389
Total AFDC Adults	9,627	9,835	9,926
AB Adults	108	110	109

AB Children, a strictly local designation, are AFDC children living with non-legally responsible persons (aunt, uncle, brother, etc.).

Per capita income was $2,690 in Milwaukee County in 1966 as contrasted with $2,529 in the East North Central Division* of which Milwaukee is a part. The national average was $2,367.

The city has a full complement of anti-poverty programs which theoretically touch most facets of the problem. The programs operating in Milwaukee include CEP, New Careers and WIN.

2.5 Attitudes Toward Day Care

Industry is not interested in having child care services provided in their facility or as part of their overall operation. There is some interest in supplying funds for providing child care to employees. One of the larger laundries in Milwaukee estimates that turnover directly attributable to problems their employees have with their children costs the business $3,000 per year. They would be willing to pay this amount for child care for their employees. They express interest in getting together with other industries and contributing to one fund, but no one is other than marginally interested.

The business of business is business (profit) and unless an industry employs skilled people it is not profitable to make efforts to retain workers. With a short learning curve, i.e., service work or assembly, it is cheaper to build dependability with numbers rather than individuals.

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*As defined by the Bureau of the Census

Unions, committed to protecting the jobs of their members who are almost all white men, have no interest in providing child care.

Many people who are involved in day care in various ways and a number of community leaders were interviewed to ascertain their attitudes toward the child care issue. Among the day care people, as might be expected, similar opinions and points of view were expressed. They pointed out that child care should be designed to meet the needs of the users, especially the needs of children and need of parents for evening care, and that present services--mostly baby sitting in Milwaukee--should be upgraded. Poor communities, they said, cannot afford to provide day care for themselves and with the present competition for scarce funds, those who need subsidy most do not get it. The day care people believe that industry could be pressured into supporting day care. They criticized Federal support because it encourages competition rather than cooperation and is given on an annual basis which keeps day care temporary and tenuous.

Community leaders interviewed tended to express the view that welfare and poverty programs are bad because they destroy self-respect and that people should help themselves, particularly with regard to child care. Some indicated, however, that women should have the alternatives of staying home with their children or going to work, even if welfare would have to support those at home.

They further felt that choices as to kinds of day care should be available. One respondent claimed that employers will not accept a breakdown in child care arrangements as an excuse for absence, so women report themselves as sick. Perhaps employers are not aware of the problem for this reason.

There are sharply conflicting views about public support for day care in Milwaukee with many people asserting that this is socialism and abhorrent while others point to the great need for public support for day care. Apparently day care is a live issue in Milwaukee and people who were interviewed had strong opinions about it.

3. Community-wide Picture

3.1 The Most Active Agencies

The agencies most active in delivering day care services are the Milwaukee County Department of Welfare, Day Care Service for Children, Inc., and Head Start. In the county welfare department, the Homemakers Service provides baby sitters who care for children in their own homes. Presently, the Homemakers Service employs 1,100 women, 70% of whom (733) are caring for children. This service is limited to AFDC or potential AFDC recipients. A private, non-profit organization operates eight day care centers serving 620 children and supervises 90 day care homes for 300 children. Head Start operates four full-day centers.

Day Care Services for Children, Inc. was organized three years ago when three day care centers--Volunteers of America, Children's Day, and E.B. Phillips--merged with a view toward coordinating day care efforts. Since that time five other centers have come under the DCS umbrella. The central administration for DCS includes a director, assistant director, education and social work specialists, a nurse, a center coordinator, a family day care coordinator, a home economist, assistant education and social work coordinators, controller, and clerk. (A pediatrician is on the staff part-time.) The center staffs consist of teachers, social workers, aides, cooks, and maintenance men.

The sources from which DCS receives income include the following: United Community Services, Title IVA through the welfare department, parent fees, Head Start, New Careers, and the United States Department of Agriculture.

The DCS central office and one center are located in a housing project. One center was constructed for day care. Another is located in an old school building on a corner lot. Two centers are using space in churches. One of the original three centers, the former Volunteers of America program, is in an old,very large mansion.

Enrollment priority is given to the children of working mothers, especially those who qualify as former or potential welfare recipients. Centers located in the northwest section are predominantly black, while those in South Milwaukee are totally white.

The centers serve lunch and two snacks. A few serve a breakfast supplement. Health, social services, and education components are part of the program in all DCS centers.

The centers are open from 10 to 11 hours a day, five days a week, year-round. They can accommodate from 32 to 174 children in individual facilities. The age range of the children is from 2 1/2 to 6 in most centers, and from 3 to 9 in one.

A description of one of the centers appears in Appendix D.

3.2 Government Involvement

Federal funds for day care are channeled into Milwaukee through several funding sources, including Title IVA, Head Start, CEP, New Careers, WIN, and the U.S. Department of Agriculture.

After the 1967 riots the State government made funds available for day care; however, this resource is now depleted. The local government supports day care through the welfare department.

3.3 Supply of Day Care

Present child care facilities in Milwaukee include 62 half-day nursery schools, 25 full-day centers, 12 centers for the mentally retarded, one for the blind, and one for the hard of hearing. Centers are operated under the auspices of churches, cooperatives, Jewish Community Center, Kiwanis, YMCA, and others. According to the most recent report, there are 20 proprietary full-day centers operating in Milwaukee.

Neither the State nor the County welfare department has collected information about all day care in Milwaukee. United Community Service, however, is in the process of compiling a day care directory.

This agency is also collecting information about existing resources and demands for a Community Coordinated Child Care (4-C) Council.* Since this work is not complete, accurate up-to-date figures are not available. Knowledgeable persons agree that the following estimates of the supply of day care are reliable.

Total number of slots in centers and homes--1497
  Number of slots in centers--1177
  Number of slots in homes--320

For about a year and a half a 4-C council or committee has been meeting, attempting to organize and work out a cooperative arrangement. They have not yet been successful in creating a coordinating agency for the city.

Although day care people talk about the possibility of the schools providing after-school care, no activity in this area is presently underway in the school system.

3.4 Regulation of Day Care

The State Department of Health and Social Services licenses all day care facilities. All day care centers caring for four or more children under age 7 must obtain a license. Centers may be licensed as either a day nursery or a nursery school. A nursery school must meet the additional requirements of having for each 25 children at least one staff member who is certified as a nursery school teacher by the State Department of Public Instruction or who shows evidence of meeting the qualifications for certification. A provisional license may be issued to a center whose services are needed but which is temporarily unable to conform to minimum requirements. Provisional licenses may be issued for six-month periods and are renewable up to two years. Regulations cover purpose, administration, application, staff qualification, staffing and grouping, physical plant and furnishings, program qualifications, food, health, equipment, and transportation.

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*4-C is a mechanism for coordinating federal, state, and local efforts in day care.

The day care licensing staff consists of four people who advise applicants with regard to the licensing requirements, inspect facilities, and conduct workshops for day care operators.

Because homes in which fewer than four children are cared for do not have to be licensed, Milwaukee has some 300 day care homes which are supervised by Day Care Services but not licensed. There are only two licensed homes in the city.

The cost of modifying a home to meet the licensing code prevents people from applying for a license. A problem frequently cited by center operators is zoning. Residential neighborhoods resist the establishment of day care centers although they do not object to half-day nursery schools.

4. Representative Facilities

Day care specialists and a facilities expert visited or received telephone reports on a number of centers in Milwaukee. Descriptions of these facilities will be found in Appendix D.

Houston, Texas

Houston, Texas

1. Introduction

Houston was chosen to represent a large metropolitan area and the Southwest section of the country. Although the city was to be the subject of study, it was not always possible to get information relating to the city alone. Therefore, some of the data used to prepare this profile relates either to Harris County or to the Houston SMSA rather than to the City of Houston per se.

2. Community Description

2.1. Political Structure

Houston and Harris County are located in the Southeast portion of Texas. The Houston SMSA includes portions of Brazoria, Fort Bend, Liberty, and Montgomery counties as well as Harris County. The City of Houston is governed by a Mayor and City Council and Harris County is governed by County Supervisors.

2.2. Population

The population of Houston SMSA is 1,912,200 while the population of Houston is 1,213,064. The sixth largest city in the United States, Houston has grown 29.3% since the 1960 census. The population of Houston is divided statistically into two groups: white and non-white. The non-white total 21.3% of the population (426,000). These figures do not include a large minority group, the Mexican-Americans, who are listed in the white population, but Mexican-Americans have all the problems of a minority group (poverty, unemployment, etc.). The Mexican-American population of Houston is 126,000.

2.3. Economy

The economy in the Houston Area appears to be stable. Representatives of the Chamber of Commerce and Texas Employment Commission (TEC) felt that although there have been cutbacks in NASA, this would not seriously affect the entire economy in Houston. The economy of Houston was felt to have a broad base of diversified industry so that a slump in one area was absorbed by a boom in another. Currently no marked expansion was expected, due to general economic conditions in the country but no cutback was foreseen either.

The characteristics of the work force according to TEC are:

	May 1970
Total Work Force	900,200
Total Employed	878,300
Total Unemployed	21,900
Percent Unemployed	2.4
Non-White Employment	
Total Employed	176,500
Total Unemployed	8,600
Percent Unemployed	4.9
Spanish Surname Employment	
Total Employed	45,900
Total Unemployed	Not Available
Percent Unemployed	Not Available

The major industries in Houston are:

A. Manufacturing

  Fabricated Metal Products

  Nonelectrical Machinery

Foods
Chemicals
Petroleum Refinery

B. Non-Manufacturing
    Contract Construction
    Transportation and Utilities
    Trade
    Services
    Government

TEC has prepared tables of hard-to-fill job openings and hard-to place occupants.

The list of hard-to-fill job openings includes professional jobs with chronic shortages. The non-professional job openings also show a shortage of experienced applicants, but these jobs are characterized by low pay, unpleasant hours and a lack of transportation to job sites. Some trades require the applicant to own his tools.

2.4. Employment

The Texas Employment Commission figures for May 1970 reveal an overall unemployment rate of 2.4%. However, the non-white rate of unemployment was 4.9%, which accounted for 39% of the unemployment in the area. The Harris County Community Action Association (HCCAA) placed unemployment for non-whites at a much higher estimate (16 to 18%), but it should be noted that these figures were based on different assumptions from TEC, i.e., TEC does not include persons 16 to 18 in their unemployment rate while HCCAA does include the 16 to 18 year-olds. HCCAA included Mexican-

Americans in its unemployment estimate of non-whites. Unemployment for Spanish surnames was 6.3%. Unemployment of black + brown + 16-18 year olds = 18%.

The per capita disposable income for Houston was $2,441 (1966 figures) as compared with the U.S. per capita income of $2,367. There were 67,860 (14.9%) families below an annual wage of $4,000. The number of women employed amounted to 254,000.
Female employment is concentrated in the non-manufacturing area with the major employers of females being government, trade, service, and private household. Community leaders and major employers of women indicated that female employment would not rise significantly. There is a lack of manufacturing utilizing a female work force, such as electronic components assembly and there was no indication that a major employer of this type is planning to establish a facility in the Houston area.

The problem of female unemployment is due largely to the number of unskilled women. The majority of unskilled unemployed women are non-white.

It is interesting to note, however, that female employment in heretofore male occupations is rising. Although many more women than men are enrolled in the manpower programs, the job development teams have identified mainly male jobs. This has resulted in the reappraisal of job qualifications and the subsequent conclusion that women can effectively perform in traditionally male occupations.

In the JOBS program, for instance, women have been placed as forklift drivers, welders, and in other traditionally male jobs. A large retail chain in Houston, which advertises for help only in the Male-Female section of the classified ads as required by the Civil Rights Act, found that there were numbers of female applicants for traditionally male positions such as maintenance engineers. This store then re-evaluated its job specifications and decided to fill positions with women that theretofore had been held exclusively by men.

2.5. Occupational Training

Anti-poverty programs in Houston in addition to CAP include CEP, JOBS, and WIN. The CEP program has an annual enrollment of 1250 trainees, 90% of whom are women. Recruitment, testing and job development for CEP are handled by the Texas Employment Commission. The Houston Independent School District has a contract to provide training for enrollees.

The CEP in Houston operates the New Careers program and Neighborhood Youth Corps which trains 225 enrollees annually. Ninety percent of these enrollees are women. The two major areas of placement are hospital work and teacher's aides. The county hospital hires most of the NYC trainees (80%). The county pays a starting salary of $2.00 an hour whereas the other hospitals' entry level pay is minimal.

Day care was felt to be a big problem in the CEP program, which with present funding, cannot provide day care. Additional funding has been requested.

NYC is funded so that about 20 enrollees can receive day care support while in training.

Job Opportunities in the Business Sector (JOBS) is conducted by the National Alliance of Businessmen (NAB). For the 1968-1969 period, 551 firms have pledged 6,112 basic jobs, in other words, real year-round jobs.

Summer jobs for youth in 1969 totaled 3,500. Businesses are asked to try and convert as many of these as possible into part-time school year jobs.

Two major problems defined by the Houston JOBS program are:

1) Transportation--The lack of adequate mass transportation in the Houston area may account in part for a below-par retention rate. Moving workers from low-income neighborhoods to their jobs and home again continues to be a very real problem that can adversely affect the long-range success of the program.

2) Jobs for men and women--In Houston some 70% of jobs pledged are for men, but only 30% of those available for referral to employers by the Texas Employment Commission are male. Some companies, however, have had unique success in using women in jobs traditionally done by men.

In Houston there are 8,318 households on AFDC assistance. These households include 28,100 children under the age of 18. Women on AFDC are eligible for the WIN program, a manpower development program which trains 350 enrollees annually.

2.6. Employer-Sponsored Day Care

Employers who were interviewed realize there is a problem with day care, but feel no responsibility for providing day care. Although they were aware of employees' difficulty in getting day care, they had no breakdown on absenteeism caused specifically by problems with child care arrangements.

One company in Houston is actively involved in day care. TRW Systems Corporation has been supporting a drive to establish and support an inner city day care center. Their plans call for getting matching DOL funds on a 30/70 ratio. The company and employees of TRW have raised the money for the matching fund. They are locating in the Northeastern section of Houston in an area not served by Head Start or Neighborhood Day Care Association.(See Section 3.1).

Their plans call for a center for approximately 70 or 80 children. They have been designing a developmental program with consultant help from Bank Street College. Infant care and medical services will be included in the program.

The building has already been leased and a volunteer force opened it as a summer recreation center for children under 12.

2.7. Attitude of Working Mothers Toward Day Care

Working mothers in an inner city retail outlet and a suburban space industry were interviewed with regard to their child care arrangements. These women were inner-city residents, employed as sales clerks, service, and clerical workers. Of 12 interviewed:

2 paid for private day care centers ($15 per child per week)

1 paid for baby sitter/housekeeper ($25 a week for 2 children)

3 had children in Neighborhood Day Care Association Centers or Homes.

6 had no formal arrangements, older siblings took care of the younger children. The care-takers ranged from 15 year-olds to a 6 year-old taking care of a 4 year-old child.

Many mothers lived in areas where there were no centers accessible due to the distribution of centers.

These mothers found neighbors an unreliable source of day care. They felt a resentment from their peers because they were gainfully employed. They stated that the arrangement would work well for a week or two and then the neighbor would "give herself a holiday" leaving the children without care.

All the mothers said they wanted formal day care and that they were willing to pay $2 to $5 a week for it if it were available.

Transportation for the children and themselves was a big problem in Houston as elsewhere. Even if openings were available in the existing facilities, these mothers would be unable to take their children to a center and get to work themselves.

3. Community-Wide Picture of Day Care

Houston, as compared with the other communities in this study offers numerous child care facilities. There are 1030 licensed centers and homes of all kinds with a total capacity of 12,505 children. Because the county welfare department, which licenses these facilities, lists them without identifying which ones are full-day and which are half-day programs, it is impossible to tell how many children are receiving full-day care. Furthermore, field team members found some facilities which are not listed by the welfare department. Consequently, there may be other day care facilities in Houston which were not included in this profile. The principal agencies providing day care are the Harris County Community Action Agency (HCCAA), Neighborhood Centers/Day Care Association, and the Family Service Center.

3.1. The Most Active Agencies

(1) HCCAA operates 34 child development centers serving 1,500 children, aged 3-5, of target area working mothers. The program offers supportive medical services (examination and correction). There is an excellent staff development program and an active parent advisory board. The Head Start Director is aware of the large Mexican-American populations and in those centers serving Mexican-American children, the staff is usually bilingual. In these centers children's books are being translated from English to Spanish. A recent budget study showed that Head Start cost about $124 per child/month or $1,488 per child/year.

(2) Neighborhood Centers/Day Care Association is a private non-profit organization which provides care for approximately 1,200 children from infancy through 12 years. The association operates day care centers, supervises family day homes and refers parents to licensed commercial programs. The association also offers counseling to parents and children using day care services. Day Care Centers offer a year-round, full-day program for children aged 2-5, and limited after-school care for children up to 12 years. Funding for Day Care Association is through United Fund and parent fees.

(3) The Family Service Center, a United Fund Agency, does not offer day care on regular basis but does help clients find day care centers for their children. The Center does provide a homemaker service when the mother is out of the home temporarily. Homemakers go into the home during the day in case of illness or other crisis situations. Families pay according to income. The Director of Family Services noted that most people receiving homemaker services are lower socio-economic groups (at least half of the people pay something). She also felt that the need for the service was greater than that shown because this service is not widely advertised. There were 14 salaried full-time homemakers and six persons on call (total 20 homemakers). Homemakers are usually middle-aged women, employed because they are experienced in managing a family, are able to adapt to problem situations, and have pleasing personalities. They undergo an in-service training program only. Family Services will make referrals to other agencies if there are other problems in the home. Two hundred ninety-four families (approximately 950 children) used homemaker services in 1969. Family Service Center is funded in part through state welfare for those clients receiving AFDC.

3.2. Other Agencies and Programs

Other agencies involved in child care are The Child Care Council of Greater Houston, the Parks and Recreation Department, Houston Independent School District, and the State Department of Public Welfare.

(1) The Child Care Council of Greater Houston (funded by United Fund) is the 4-C*program in Houston. Officially recognized by the Federal Regional 4-C Committee of the Office of Child Development in June 1970 the Council functions as a coordinating

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*A 4-C (Community Coordinated Child Care) Council is a mechanism for coordinating federal, state and local efforts in day care.

agency for funds and facilities. The 4-C Agency will subcontract with CAP and Neighborhood Centers for delivery of day care services to approximately 1,000 children (of an estimated 18,000 children 6 weeks to 12 years in Model Cities area) in day care centers and homes. As yet there are no definite plans for after-school care, but the agency is working closely with CAP and park and recreation departments. Through consulting,4-C will help previously unlicensed homes meet licensing agency standards.

(2) The City of Houston Parks and Recreation Department operates a daily 2-hour pre-school program for 1,000 children seven months a year. Center directors and teachers are from the recreation department staff. No supportive services are offered and only a birth certificate is required for admittance. No fee is charged. Mothers' clubs assist teachers for trips and center parties. The parks also conduct a recreation and crafts program year round from 2:00-10:00 p.m. for children aged 6-12. There are 45 centers, each accommodating 50-100 children. The children come and go at will.

(3) Central Cities (completion date June 1970), a pre-school program conducted by Houston Independent School District under Title III, was primarily an enrichment program for poor children. Conducted in public school facilities utilizing school staff and supplies, the program reached 200 4-year-olds for three hours daily. Funded 75% by HEW, 25% by the school district, apparently this project was a pilot which is not being continued.

HISD also conducts an after-school recreational and library program from 2:30 p.m. until 6:00 p.m. daily and Saturday. Parents are involved through an advisory committee appointed by the administration of the three schools involved in the program. All children enrolled at these schools are eligible for the program. The staff is not responsible for enrollee attendance.

(4) Baptist Memorial Hospital provide day care services for nurses and key personnel. The centers are open 6:00 a.m. to 11:30 p.m. Cost to parents is $2.25 per day for one child, $1.00 for each additional child and 20¢ a day diaper charge. Children range from five months to 12 years.

(5) University of Houston, Child Development Laboratory Nursery School, a branch of the home economics department, which presently provides a nursery school experience for 60 children aged 3-5, three hours a day. The physical plant is very close to an ideal pre-school. The children are from a variety of socio-economic backgrounds, but all pay a $40 monthly fee. Teaching aides are from the university home economics, kindergarten and elementary education departments. Students from the graduate and undergraduate departments of speech and hearing, optometry and psychology also use the center as a lab school. Parents are urged to join a parent-teacher association and may also request individual conferences.

(6) Harris County Center for the Retarded provides day care for 250 retarded children aged 3-12, a full day year-round program which includes the blind, multiple-handicapped, ambulant and semi-ambulant. A system of supportive services is arranged, and a sliding fee scale is used. The center also provides school classes for trainable mentally retarded, recreational activities, and day and residential camps. Parent counseling and social case work are provided.

(7) The Parent/Child Center, University of Houston, is essentially a research project, but provides a wide range of services to project families. There are 28 children now in the program ranging in age from 19-23 months. A new group of infants will be in the program in late September, and the children presently enrolled (1970), will be transferred in the University Laboratory Nursery School. Ninety-five percent of the participating families are Mexican-American. Services to the families and in-home training is being provided by the Neighborhood Centers Association. The University of Houston psychology department provides a large research component. A great deal of observation, testing and recording is done. (There has been very little research conducted with Mexican-American babies.) Funding for the project is from OEO and OCD.

3.3. Commercial Day Care

There are 366 commercial day care centers in operation, and 130 commercial boarding homes. Services vary widely among individual homes and centers.

3.4. Government Involvement

Federal funding of day care in Houston is almost confined to Head Start. The manpower programs are not using funds for day care. Presumably some Title IVA money is being used to purchase child care for AFDC recipients. According to representatives of the welfare department the number of day care slots paid for by the department is very small. The exact number was unavailable.

3.5. Supply of Day Care

In Houston full-day and half-day programs, as noted before, are listed as day care without any indication as to which are full-day. Based on experience in other cities, the field team estimated that about one-third of centers listed were providing full-day care. This estimate, however, is more likely to be high than low. The supply of licensed full-day care in Houston is estimated as follows:

Licensed slots available in centers and homes of all kinds--6,994
Number of slots in centers--6,323
    Number of slots in proprietary centers--3,313
    Number of slots in private, nonprofit centers--1,510
    Number of slots in public centers--1,500
Number of slots in homes--671
Number of subsidized slots--unavailable

Estimates of need for child care varied greatly and none of those interviewed defined the basis for their estimate. The CAP agency claimed that 43,000 children aged 3-5 in the lower socio-economic level need day care. The Day Care Association claimed that 50,000 children between the ages of 6 weeks and 12 years need day care. Many centers, especially the proprietary ones, are not fully enrolled in the summer, but operators report that they have more applications than they can accept during the rest of the year.

The inadequacy of public transportation contributes to the problem of making child care arrangements. In the neighborhood of lower socio-economic working class families there are no facilities. Proprietary centers are located in middle-class, usually suburban areas. Public and non-profit centers are located in poverty areas.

Among those knowledgeable about day care in Houston, there is general agreement that a need for greatly increased day care facilities exists. Since no surveys of this need have been undertaken, the extent of it is unknown.

3.6. Regulation of Day Care

The State of Texas Department of Public Welfare is the licensing agency for Harris County. State-operated facilities are exempt from licensing and a proposed change in the regulations would also exempt those programs which provide care for under three hours. A request for permit is made to DPW. DPW then arranges inspections by fire, health, building inspectors, and if requirements are met, a permit is issued. Annual inspections for renewal are made by DPW.

No financial aid is available to persons interested in establishing day care facilities.

The day care department has too few staff members to provide the supervision and technical assistance required to upgrade present facilities. The need for any kind of facilities is enormous. The combination of these factors results in the prevalence of substandard day care services and facilities.

4. Descriptions of Centers

A number of centers were visited by the field team in Houston. Descriptions of these facilities will be found in Appendix E.

Sagadahoc County, Maine

Sagadahoc County, Maine

1. Introduction

Sagadahoc County, Maine, was included in the survey because of a number of special characteristics. It is a rural area of New England, located on the seacoast, not close to any major concentrations of industry or commerce, with a population that is ethnically homogeneous and stable if not actually declining in numbers. The region seems to have been passed by as American civilization moves into the last third of the twentieth century. Unless some fundamental changes occur very soon the region can become a backwater. Already there is a serious brain drain as its more youthful and capable workers move elsewhere in search of better economic opportunity.

Sagadahoc County is located on the coast in a region noted for its scenic beauty and stubborn poverty. The county is made up of 10 townships, which, in the classic New England semi-Colonial way exercise a great deal of local autonomy. In fact, counties are not very useful as objects of study in this region, precisely because of the township pattern of local government. For that reason, this report will often refer to places like Brunswick and Portland, which are located in adjoining counties, but which are meaningful in any review of the demography of Sagadahoc County.

The chief town in Sagadahoc County is Bath, with a population of about 10,000. The county as a whole had an estimated 23,000 people in 1970 (official census figures are not available at the time of this writing). Bath is a seacoast town but not a port of any size or importance. The main industry in the town is the Bath Iron Works, an old firm which specializes in shipbuilding and has now fallen on hard times. (It lost a major Navy contract to a Southern competitor, with the consequence of further depressing the local economy.)

2. Community Description

2.1 Political Structure

Every town in Maine is a government entity controlled by a town council or Board of Selectmen, and holds the traditional town meetings. This type of government limits county and state co-ordination and makes each township tend to rely on its own resources.

The administrators of municipal government are usually First Selectmen, elected by the townspeople in a tradition that is as old as the American Colonies. Larger and more sophisticated cities like Brunswick (site of Bowdoin College) and Portland have town managers appointed by the local Board of Selectmen; however, most towns, Bath included, have First Selectmen as their chief administrative officers.

The typical First Selectman is a man between 50 and 70 who has held office for about 10 years. Usually, he entered public service as a Third Selectman and worked up to First. He has long experience in town government, often going back 25 years and more. These officials are responsible for administering public welfare programs, except that in a very few cases Welfare Directors have been appointed by the Board of Selectmen. The First Selectmen, town managers, and Welfare Directors are referred to, in quaint archaic language, as "overseers of the poor."

2.2 Population

Sagadahoc County experienced zero population growth between 1960 and 1967, according to Census Department figures. The State of Maine as a whole ranks seventh in the U.S. in out-migration, with a rate of 6.2%. Since the county has not been the scene of any significant economic activity for the past decade, there has not been any attempt to collect accurate statistics, with the result that very little data on the economy of the county is available. Statistics for the state as a whole depict the entire state as a depressed area, with small pockets of plenty scattered among large areas of real poverty.

2.3 Economy

Unemployment in Maine in 1967 was 4% of the total labor force. It is undoubtedly much higher today.

Industrial wages are low (average: $2.15 per hour).

The educational picture is consistent with the poor economic situation. The 1960 census showed that 56% of Maine residents over 25 have less than a high school education. About one fifth of the pupils who start high school do not finish.

There is significant out-migration of the younger, better educated, and more capable work force. The working population 18-44 years old declined from 320,000 to 316,000 between 1960 and 1966.

School-age children 5-17, meanwhile, increased from 240,000 to 253,000, and those over 65 increased from 106,000 to 111,000. The picture of women's employment is difficult to ascertain precisely, but it is clear that Sagadahoc County is not noteworthy as an employer of women. Only 7.2% of the industrial jobs in the county are held by women. Those women who do work tend not to work consistently, as small factories are either seasonal (fish canneries) or dependent on fluctuating markets and competition in other parts of the country (shoe manufacturing, children's wear). Female employment, in general, can be characterized as piecemeal, unstable, and insecure.

2.4 Poverty

The county is a region of poverty, though this poverty is not always clearly visible to the casual observer. Scenic beauty, quiet, and clean air are qualities that have made the area attractive to tourists and other visitors, but these people (and the money they spend) have not affected the lives of many of the county's residents very deeply. In fact, absentee ownership of a great deal of desirable local real estate for investment purposes, vacation homes, etc., is a negative factor in the overall economic and political picture. Pride in the cleanliness of the environment, while not to be faulted from the ecological point of view, has tended to make Sagadahoc people adopt an extremely cautious attitude toward new industry to the area. Everybody tends to agree that new business would be a good thing, but at the same time people want to keep the environment unchanged--two goals that so far have proved incompatible, and the environment has won out.

Available statistics, interviews with residents, and personal observation by the field survey team all add up to a picture of real poverty in Sagadahoc County. The people are not satisfied with their situation; nevertheless, they are reluctant to complain, preferring instead to point to their natural resources: the sea, the unpolluted air, and the scenery. As industry dies, however, and young people leave the area, the county is becoming a relic of a bygone era. While certain influential residents and government officials talk about bringing in new industry, the fear of pollution (the issue of tankers docking at Portland with the possibility of a disaster such as the ones that have struck scenic coasts in Cornwall and Santa Barbara in recent years are very much on people's minds), a lack of marketing and economic development skills, and the fragmented nature of local government combine to make any concerted action in this direction extremely unlikely. Sagadahoc County manifests all the elements of classic rural poverty. The level of education is low and the people are unskilled. Public transportation is nonexistent. After many years of slow economic decline, the general attitude, based on a long and praiseworthy tradition of independence and self-reliance, tends to be one of resigning oneself to having less than enough and to making do. This, however, cannot suffice into the indefinite future; tightened belts and grim determination are not enough in today's conditions.

More than 22% of the families in Sagadahoc County are living on incomes of less than $3,200 a year--the national poverty guideline for a rural family of four. Per capita income is $2,211 (as against the U.S. figure of $2,367 in 1966). Employment tends to be seasonal and sporadic, even when the product (e.g., shoes) is one which, unlike fish or tourism, would seem to be independent of seasonal factors. A worker's schedule of working days, and even his daily hours of work, are subject to fluctuations that lead to great insecurity in income and living arrangements.

Welfare payments are small, both in amount and in number of recipients. In 1967, 34,530 persons received assistance, which averaged $55 per month for old age assistance (10,000 persons),

$111 per month for ADC (5,300 families), $72 per month for the permanently disabled (2,300 persons), and $48 per month for general aid (2,100 persons).

In order to qualify for public assistance, a person must sign a statement of need. This requirement acts as a powerful deterrent, violating as it does the fierce sense of pride and independence that people of that region have and putting a stigma on a man and his family that can not be effaced.

The public relief program is as old as the state. In 1641, under a charter granted by Charles I, the first chartered city in the U.S. was established at what is now York, Maine. The needs of the poor there were met by an "overseer of the poor" who acted in accordance with the Poor Law of 1601, passed during the reign of Elizabeth I. Maine's general assistance laws today reflect this ancient past. Title 22 (Health and Welfare) of the Maine Revised Statutes includes a chapter entitled "Paupers' Settlements and Support." Section 4462 of the code (which appears within that chapter) provides that "persons chargeable shall not be set up and bid off at auction either for support or service; but towns at their annual meetings under warrant for the purpose may contract for the support of their poor for a term not exceeding five years." Today the 496 municipal overseers have no authoritative standards except for the mandates in the law referred to above, and these focus mostly on settlements and procedural matters. The result is that whatever assistance is given is based on the personal judgement and attitude of each individual town's overseer of the poor.

Since this local autonomy prevails in the administration of welfare and other public assistance, it follows that any public-supported day care might be similarly administered and might be subject to the same personal, local factors. As it happens, there is very little such day care, nor is there any likelihood that it will be expanded. Working women, with very few exceptions, depend on ad hoc arrangements with relatives and neighbors.

2.5 Attitudes Toward Day Care

Employers in Sagadahoc County have no active interest in providing day care for their employees. In view of the depressed economic picture in the county and the New England region generally, this is not surprising, since employer-sponsored day care is a concomitant of a scarcity of qualified female workers, hardly the case in Maine today. The question is hypothetical and remote from anyone's concern.

Nor do the public sch[illegible] have or contemplate any programs offering day care to young ch[illegible] or providing before- or after-school care for school-age youngsters of working mothers. The question is just not being considered in the present context of conditions in Maine.

3. Community-wide Picture of Day Care

3.1 Supply of Day Care

Day care for children on the public level, such as it is in Sagadahoc County, is quite different from that of any urban area, or even that of a small-town area in a state like California which has a heavy urban base. In the Bath area there are a total of 7 licensed facilities and only one public subsidized day care center. These centers have spaces for 105 children, but at present they are underpopulated, with only 75 children enrolled. Mothers who work obviously depend on other arrangements, usually ad hoc solutions involving relatives, neighbors, and friends. There are several reasons for this.

(a) Convenience. People don't live very close to each other in rural Maine. It is much easier for a mother to leave a child down the road or across the street than to transport him to an inconveniently located day care center.

(b) Parent Attitudes. People's lack of experience with public day care, whether government supported or not, makes them suspicious of it. Mothers interviewed here simply did not like the idea of leaving their children with people they did not know personally. Family feeling is strong among these rural people, and some women interviewed stated flatly that they would be worried about the safety of their children (whatever they mean by that--health, physical security, emotional well-being, or perhaps all of these)--if they put them in a center.

(c) Irregularity of Women's Employment. Work for women in the area tends to be seasonal, sporadic, or unpredictable. A woman might work only 2 or 3 days per week, in which case she cannot make effective use of a center. Nursery schools tend to require fees on a weekly basis, regardless of the number of days a child attends.

The foregoing is not to say that day care centers have no place in a region like Sagadahoc County, but their organization and administration would have to be carefully adapted to local conditions. Large, centralized centers should probably be avoided in favor of more conveniently located small ones. (Example: A private operator opened a nursery school between Brunswick and Harpswell a year ago, converting an old one-room school into a facility for 30 children; to date only one child has been enrolled. Another operator has had a nursery school in a middle-income housing development and has maintained full enrollment of 20 preschoolers and 10 to 15 school-age children for 11 years; the field team was denied permission to inspect the facility, a two-bedroom rambler like all the other houses on the block, but observed from the outside that it did not appear to provide adequate space for the number of children for which it is licensed.)

3.2 Government Involvement

There is little or no subsidy of day care programs on the municipal or state levels in Maine, and industries do not concern themselves with it. However, Model Cities and WIN monies are available for day care centers in some urban areas and most counties have Head Start Programs.

As was mentioned previously, most families make informal, private day care arrangements when the mother works. Group day care in the CAP area, which includes Brunswick in Cumberland County, is limited to the several proprietary centers and one CAP-sponsored center for low-income families (Riverview), which was established with the assistance of UGF, community donations and volunteer services. Presently the Health and Welfare Department contracts with the center for 10 slots at a cost of $175.00 per week. In addition, Mainstream (a work training program) supplies a cook and janitor. Fees are also paid by parents. The center is now seeking a license for 30 children, and in its proposed budget, estimates that the annual cost per child will be $2,017.31, or $60,520.00 for the entire program. Hopefully, UGF will provide additional funds next year and more slots will be available to accommodate children referred under WIN-AFDC programs. There is some resistance to this kind of subsidy by private operators, as their costs are met solely by fees.

3.3 Licensing

Licensing is as complicated and contradictory in Maine as it is elsewhere. Nursery schools do not have to be licensed if their focus is on education. Day care facilities fall into three categories, however, and each must be licensed.

1) Family day care homes--facilities in which 3 to 6 children may be cared for.

2) Group day care homes--facilities in which 7 to 12 children may be cared for.

3) Day care centers--for 13 or more children.

Licenses are issued by the Division of Child and Family Services of the State Department of Health and Welfare, located in Augusta. However, each operator must comply with the local codes and ordinances as prescribed by the township in which he lives. This seems to be the most difficult and expensive part of the procedure. Everyone we talked with referred to it as a real problem but at the same time recognized the need for reasonable safety precautions.

Licenses are renewable annually but facilities are visited (inspected) quarterly. The licensing section is comprised of 3 workers and a supervisor, each worker assuming responsibility for several counties. The workers provide some direction and support to operators, and workshops are held annually to strengthen operators' knowledge of childhood development. Detailed statistics relating to licensed centers and homes in the state were not available. Larger cities like Portland and Bangor were said to have several licensed centers each, some of them subsidized with Model Cities funds. WIN is just getting off the ground, but some centers have been established.

3.4 Clientele

Most persons using day care facilities fall into the low-middle income category, which in Maine means $2,000 to $5,000 per annum. They are factory workers and clerks who live within a 10-mile radius of the group facility or near a neighbor's home. Most have, at best, completed some high school work, and reflect the general profile of the area. Racial composition is almost totally white, only 0.5% of all families in Sagadahoc County belonging to minority groups. The field team had the opportunity to meet with a group of seven women who are participating in a training project. Their views were quite interesting and revealing.

All of the participants had experienced a need for child care at one time or another, and all were on familiar terms with the employment scene in the area. As one woman put it, when she moved into the area she applied for a secretarial job and was offered $35 a week with a promise of being able to work up to $50 a week within 2 years. Another woman earned $2.50 an hour at the candy factory, but could work only one day a week. It is obvious that these salaries preclude placement of children in a center costing $10 to $15 a week per child.

One woman had used a center in Freeport with which she was satisfied and all were familiar with the half-day Head Start programs, which they considered good. If centers could be located near them, they would use them; but inaccessibility leaves them no alternative but to send the children to someone nearby. The group saw the major problems of using neighbors as being costly, having to supply food, and the fear that the sitter might neglect or mistreat the children.

In general, those who can afford it remain at home with their children. There is a reluctance to leave even the school-age children unattended for any length of time. Those who have to work make arrangements with neighbors, or with an ADC mother who might charge $2.00 a day (or $3.50 a night).

3.5 A Public-Supported Center Nearby

There is one subsidized nursery school in the area, the Riverview Day Care Center, located in Brunswick. (Brunswick, the site of Bowdoin College, is a center of shopping and other activities for the whole area, and so, even though it is located in the next county, it is relevant to discuss it here.) The center is sponsored by the Merrymeeting Community Action Agency, the local CAP, which also operates in Sagadahoc County, and planning for it began in October 1968. The MCA Mother's Club saw the need for a low-cost child care center, and with $10,000 from MCA and a lot of local volunteer effort succeeded in establishing Riverview in an old frame building that had formerly been a nursing home--some $20,000, plus a great deal of volunteer labor and other assistance, was donated by the community. The center now operates at capacity (20 children) after a rather slow start in mid-1969. The building houses not only the day care center, but also the local MCA office and a facility for retarded children, so that the enthusiastic community support cannot be attributed to interest in day care alone.

Attitudes toward the Riverview Center are mixed. Those immediately concerned with its development are of course dedicated and enthusiastic. A licensing official, however, damned it with faint praise. A social work aide decried its unstructured atmosphere and alleged lack of discipline, and the owner of a private day care center resented it as a source of competition, since Riverview was admitting non-poor children and charging fees.

To the field team, viewing it as outsiders, Riverview appeared to be a homey center, staffed by alert, caring young adults who run a Head Start-type program. There is considerable staff turnover, but all workers are, and have been, child-oriented. Parent involvement is minimal, though there is effort to enhance it in various ways. The biggest lacks seemed to be in ancillary services (health, psychological testing, etc.)

It is worth pointing out that the center had major difficulties passing local inspection requirements. Everyone involved mentioned how contradictory and exacting the various codes were. It cost $3,000 to repair the furnace alone, for example.

3.6 Day Care Homes

Unlicensed day care homes appear to be the rule rather than the exception in Sagadahoc County. There is, nevertheless, a State Day Care licensing unit in Augusta comprised of four professionals. An interview with the supervisor of the unit confirmed the visiting team's observation that day care homes are widely used in rural areas; however, as noted previously, no statistics were available.

3.7 Conclusions

Licensed, public or public-supported day care in Sagadahoc County is for all practical purposes nonexistent. At present, day care consists of babysitting arrangements made on the neighborhood level by neighborhood residents.

This tells us at least three things about day care in Sagadahoc County:

1) It is a matter of little immediate concern to the people or to their legislative representatives.
2) It affects few people.
3) Though the day care concept is accepted as right and the thing to do, it is not considered productive enough to command people's action.

Examination of such day care facilities as there are, showed that they are operated mostly by people with low income and that the services grow out of the need of working mothers for a safe place to put their children during working hours. There are many variations on this main theme, but this theme (safe place) is the primary felt need in Sagadahoc County.

The tradition of local autonomy and the archaic structure of the administration of public welfare make it unlikely that there will be significant changes in this picture, at least until public pressure builds to a much higher level than at present.

Sagadahoc County, then, is a region where the indications for enlarged public support of day care would appear to be negative, at least under present conditions of depressed employment. There can be no overwhelming need for day care when female employment is, in general, sporadic and irregular, when the overall population trend is toward stagnation if not accelerating out-migration and when most economic indices are negative. Day care is a concomitant of increased female employment, both in numbers of female workers and in their overall level of competence, responsibility, and stability in the work force. It will be some time before these conditions prevail in Sagadahoc County. The first needs are for boosting the general economic health of the area and then raising the level of employment.

It would facilitate the establishment of centers like Riverview in Brunswick if some way could be found to rationalize local ordinances that affect licensing--but this, after all, is a problem that affects areas other than Maine. Brunswick is an atypical community in any case, since it is affected by the presence of Bowdoin, an old and prestigious undergraduate college, and its attendant intellectual and professional population.

APPENDICES

APPENDIX A

Center Descriptions

San Francisco

San Francisco Children's Centers

Jefferson (Nursery)

1. Staff--Head Teacher, 4 1/2 teachers, 2 aides

2. Enrollment--34 children

3. Facility--This center occupies one of the Lanham buildings which has a large all-purpose room, a dining room, serving kitchen, small quiet room, isolation area, lavatories, and office.

3.1 Site

A. Gross Site Size--150' x 100' = 15,000 sq. ft.
B. Outside Play Area--3,300 sq. ft.
C. Fence System--Chain Link
D. Zoning Classification--Residential
E. Street Traffic--Normal Passenger Car
F. Off-Street Parking--None

3.2 Building

This facility is a single story wood framed structure on a concrete slab. Its construction is very similar to a temporary classroom building except that the walls are single decked on the outside.

3.3 Cost Data

The cost to replace this building in San Francisco is $19,000.

3.4 Building Capacity--34 children

3.5 Space Utilization

The largest area is used for instruction, play, and quiet functions. There are a few small classrooms, a kitchen, a dining area, toilets, and an office.

3.6 Equipment

A.	Playground Equipment	$1,500
B.	Instructional Equipment	5,600
C.	Office Equipment	500
D.	Kitchen Equipment	500
	TOTAL EQUIPMENT	$8,100

Bret Harte (Combination)

1. Staff--Head Teacher, 8 teachers (1 1/2 of whom are men), 2 aides, housekeeper.

2. Enrollment--80 children, 40 pre-school-age

3. Facility--This center opened in September in a newly constructed elementary school.

3.1 Site

A. Gross Site Size--Approximately 12,000 sq.ft.

B. Outside Play Area--Approximately 5,500 sq. ft.

C. Fence System--Eight foot high steel gate

D. Zoning Classification--Residential

E. Street Traffic--Low volume passenger vehicles

F. Off-Street Parking--None

3.2 Building

Single story steel frame with bar joist roof. Block enclosing walls on a concrete slab. Floors in the instructional area are resilient tile. Four classrooms 30' x 40' are designed for 20 students each.

3.3 Cost Data

The cost to replace this facility in San Francisco is $178,000.

3.4 Building Capacity--80 children.

3.5 Space Utilization

Four classrooms at 1,200 sq. ft. each provide space for instruction, play, and quiet activities. Toilets, offices, storage, and a teachers' lounge are also provided.

3.6 Equipment

Moveable equipment was not delivered at date of visit.

Junipero Serra (Combination)

1. Staff--Head Teacher, 12 teachers (including one man), 2 aides.

2. Enrollment--A new center, expected to enroll 35-40 pre-school age, 60-65 school-age.

3. Facilities--Housed in an attractive new church, this center boasted a meeting room with a fireplace and upholstered furniture.

3.1 Site

A. Gross Site Size--Not definable due to this facility being part of a church facility.

B. Outside Play Area--3,000 sq. ft. In addition a large lot across the street was being made available for the school-age children.

C. Fence System--Not required due to play area being depressed below grade.

D. Zoning Classification--Residential area

E. Street Traffic--Normal Passenger traffic.

F. Off-Street Parking--None

3.2 Building

This center was located in the basement of a church. The building system is post,beam, and block construction. The interior program area is about 6,000 sq. ft.

3.3 Cost Data

The cost to replace this program area in San Francisco is $79,000.

3.4 Building Capacity--120 children

3.5 Space Utilization

Five classrooms are utilized for instruction, inside play, and rest. The remaining areas are used for toilets and offices.

3.6 Equipment

A.	Instruction	$12,000
B.	Kitchen--not used	
C.	Office	500
D.	Outside Play	400
	TOTAL EQUIPMENT	$12,900

Laguna-Golden Gate (Combination)

1. Staff--Head Teacher, 6 1/2 teachers (1/2-time teacher is a man.

2. Enrollment--55 children, 25 pre-school-age

3. Facility--A double Lanham building, this center has two large, all-purpose rooms, office, teachers' room, isolation area, quiet room, lavatories, and kitchen. Elaborately equipped and decorated, mostly with improvised and

home-made items, this facility showed what imagination and 25 years of operation can effect.

3.1 Site

A. Gross Site Size--10,000 sq. ft.

B. Outside Play Area--3,100 sq. ft.

C. Fence System--Chain link

D. Zoning Classification--Multiple family dwellings and apartments. This appears to be an urban renewal area.

E. Street Traffic--Heavy passenger and commercial traffic on an adjacent street.

F. Off-Street Parking--None

3.2 Building

This is a single story wood framed structure set on a concrete slab. The exterior walls are single decked wood.

3.3 Cost Data

The cost to replace this building in San Francisco would be approximately $37,000.

3.4 Building Capacity--55 students

3.5 Space Utilization

The larger spaces are used for instruction, play, and quiet activities. The smaller spaces are used for offices, toilets, and a lounge.

3.6 Equipment

A.	Office Equipment	$ 800
B.	Instructional Equipment	10,800
C.	Yard Play Equipment	500
D.	Kitchen Equipment	3,000
	TOTAL EQUIPMENT	$15,100

Excelsior (Combination)

1. Staff: Head Teacher, 9 teachers, 2 aides, nutritionist, 2 cooks.

2. Enrollment: 80 children, 40 pre-school-age.

3. Facility: This center occupies 6 rooms in a school built in 1911. Five standard classrooms have been brightly painted, equipped with childsized furniture, imaginatively partitioned with moveable bulletin boards, bookcases, etc. into functional areas. The old cloakrooms have been converted into lavatories and small lockers line the hallway. The sixth room is used for meals. A kitchen and office complete the Center. A section of the playground has been fenced off for the younger children and outfitted with aluminum climbing apparatus.

San Francisco, Community Children's Centers
(Non-profit, Title IVA)

Background:

The Community Children's Center is a parent-controlled school. Its history goes back forty years when it was a school for the preservation of Russian culture. They applied for UBAC[*] funds and the facilities expanded, as a result of the expansion a preschool was established. It has been known as the San Francisco Community Children's Center for only a few years.

1. Administration

    1.1 Operating agency: Board of Directors (parents and staff). Length of time in existence: history goes back 40 years. Known as Community Children's Center for three years.

    1.2 Financing: 75% HEW, 25% UBAC and parent fees.

    1.3 Staff: director, 10 teachers (1 half time; 1 6½ hours 1 7 hours; 6 full time), full time secretary, part time social worker (30 hours per week) part time janitor, full time cook, part time assistant cook, full time bus driver.

    1.4 Operating schedule: 7:00 am to 6:00 pm, five days a week, year round.

2. Facilities

    2.1 Site:

        A. Gross Site Size: The gross size of this site is approximately 12,500 sq. ft.

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[*] United Bay Area Crusade

B. Outside Play Area: The outside play area is approximately 6,500 sq. ft. Its surface is mostly dirt with approximately six large shade trees.

C. Fence System: A ten foot wood fence contains the children within the playground area. In addition, the adjacent buildings also dictate the limits of the play yard.

D. Zoning Classification: This is basically a residential neighborhood with single family dwellings with a few commercial establishments.

E. Street Traffic: The street traffic is basically passenger cars with some light commercial vehicles.

F. Off-Street Parking: There are no provisions for off-street parking at this facility.

2.2 Building:

The structure is a two story wood frame commercial building that formerly housed a printing plant on its first floor. There is no basement or crawl space. The outside finish of the facility is stucco and has a wood roof. The framing system is approximately a 15' x 15' grid. The first floor formerly housed the heavy production facilities of the print shop. The second floor formerly housed the owner's living facilities and the non-production functions of the printing plant.

2.3 Cost Data:

The first floor of this building is about 6,000 sq. ft. The cost to construct this facility today in San Francisco, California would be $68,000.

Only the first floor should be used for the purpose of estimating the replacement cost of this facility at this time, since the primary function of day-care is being carried on only on the first floor. The second floor which is equal in area to the first floor is presently being remodeled. However, the proposed utilization is unknown at this time; therefore, the second floor will not be considered in estimating the cost of this facility.

2.4 Building Capacity:

The capacity of this building was set at 60 children by the Department of Welfare of the City of San Francisco.

2.5 Space Utilization:

The first floor of the building is approximately 6,000 sq. ft. 200 sq. ft. are used for office, 400 sq. ft. for kitchen, 100 sq. ft. for staff lounge and 200 sq. ft. for rest rooms. The balance of the area is primarily used for the functions of instruction, play, dining, and rest.

2.6 Facility Layout:

The layout of the facility may be described by stating that the gross dimensions of the building are 100 feet on one side by 60 feet on another. The building is simply rectangular and completely open on the inside with the exception of the designated areas mentioned in Section 2.5

2.7 Equipment:

A. Instructional equipment is estimated at $5,300.

B. The kitchen equipment is estimated at $2,300.

C. The office equipment is estimated at $600.

Total Equipment $8,200.

3. Children

3.1 Capacity: licensed for 40; enrollment 40.

3.2 Ethnic, racial: 85% black, 15% Chinese, Phillipine, American.

3.3 Eligibility Criteria: Past, present, potential AFDC recipient.

3.4 Turnover: Waiting list. Approximately 5 calls a day.

4. Services

4.1 Nutrition: Breakfast, lunch; two snacks

4.2 Health: Parents responsible for entrance physicals

4.3 Social Welfare: Part-time Social Worker on staff.

4.4 Parent Counseling and education: None

4.5 Education program: Developmental, team teaching.

4.6 Transportation: Provided to and from a central office.

5. Staff

5.1 Qualification: Director has courses in child development, has four years teaching experience, some administrative experience. Eleven teachers, must meet certain requirements set forth by DPW, i.e., be of appropriate age, mature, interested in children, etc.)

5.2 Salaries: Unknown

5.3 In-Service Training: Beginning in-service training in the fall.

6. Parents

6.1 Socio-economic level: 1/4 former, present, potential AFDC

6.2 Family structure: Unknown

6.3 Some parents pay sliding fee 0 to $25.00 per week. No one now paying $25.00 per week.

6.4 Participation: Parent group in center. Some parents on Board of Directors.

7. Cost: Budget $85,000 for year.

8. Comments: School requested $160,000 operating budget for fiscal year 1971, received $85,000. Salaries exceed $7,000 per month. Beginning in April budget will be overspent. When asked how they plan to operate the reply was, "Just pray and hope for a breakthrough."

Ingleside Multicultural Arts Center
(Non-profit)
San Francisco, California

Purpose: To develop and cultivate the capabilities of individuals, and particularly of low-income persons, with respect to the arts...

To combat juvenile delinquency and community deterioration...

To lessen neighborhood tensions and eliminate prejudice...

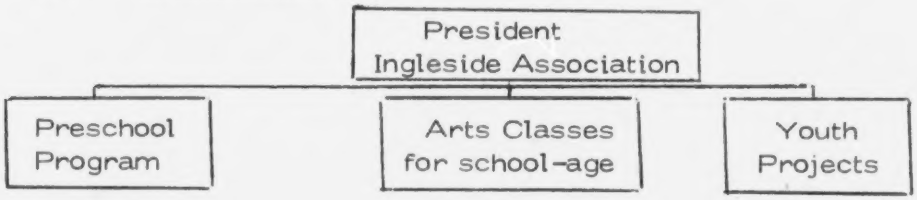
To blend therapeutic and corrective programs, where possible, with the foregoing projects...(from program proposal)

1. Administration

   1.1 Operating Agency: Ingleside Cultural Arts Association, Incorporated, a non-profit community organization founded about 3 years ago. Board of directors consisting of president, vice president, treasurer (an accountant), secretary, and 3 members (teachers).

   1.2 Financing: San Francisco Foundation grant $14,000 in 1969; $7,000 in 1970, proposal for 1971 being prepared; parent fees, total amount unknown; fund raising events, amount unknown; donations $5-$10 from individuals.

   1.3 Administration:



   1.4 Staff: Constantly changing, made up of volunteers, paid teachers and specialists, and participants in the youth program, 2 full-time teachers.

1.5 Operating Schedule: Open 5 days a week, 6 am to 6 pm year round.

2. Facility

   2.1 Type: Large three-story clapboard cottage with fenced yard.

   2.2 Location: Located in a barely middle-class Southwestern suburb of San Francisco.

   2.3 Space: Nursery occupied three large rooms on the first floor. Kitchen and toilets were also on the first floor. Other rooms were used for Association office, Youth Office, youth workshop, and living quarters for the president and her family.

   2.5 Equipment: Almost bare of furniture and equipment. Child-size tables and chairs, nursery cots, record player, some art materials and few books, TV. One or two pieces of climbing apparatus in yard covered with wood chips.

   2.6 Costs: One figure available was $645 per month rent.

3. Children

   3.1 Capacity: 40, present enrollment 23, ages 2 1/2 to 5.

   3.2 Ethnic breakdown: Presently 100% black.

   3.3 Eligibility: Open to any child after physical examination.

   3.4 Waiting list: Waiting list for admission during school year.

4. Services

   4.1 Nutrition: Hot lunch and two snacks

   4.2 Transportation: Small bus for $5 a month extra.

   4.3 Educational program: Music, stories, art work, black history, reading from home-made books about black people and culture.

5. Staff

5.1 Qualifications: 1 teacher with bachelor's degree and units in early childhood education. 1 teacher working toward certification, other teachers are high school or college students.

5.2 Salaries: Vary, depending on income.

6. Parents

6.1 Social Economic Level: Poor families struggling to keep up the rent , both parents working or women alone working.

6.2 Main Employment: telephone company, airport, hospitals, all long distances from Ingleside.

6.3 Participation: Mothers for Equal Education, the parents' organization, is primarily involved in fund raising.

7. Costs

No costs available

8. Comments

The operator has single-handedly established a community center. Her house is full of activity, the nursery school being only part of the total program. Older children are encouraged to help with the preschool children so that the older ones will learn responsibility. A college student drives the bus and collects fees in return for living quarters at the center.

Art work--paintings, sculpture, and drawings--the product of youth classes, cover the walls. The young people sew and cook, hold bake sales, give music and dance programs, and they held a black arts festival recently. They have written their own proposal for a grant for next year. They visit colleges and universities. Several professors act as advisors to them, helping them get guest speakers for their work shops.

San Francisco Group Day Care Home #1
(Private)
San Francisco, California

Purpose: To provide care for the children of working parents

1. Administration
    1.1 Owner: The owner/operator, has run the nursery for 11 years. Has a high school education.
    1.2 Fee: $20 a week per child.
    1.3 Staff: Daughter helps.
    1.4 Operating Schedule: Open 5 days a week, 7:00 am to 6:00 pm, year round.

2. Facility
    2.1 Type: Residence, stucco, end of a row, fenced yard in rear.
    2.2 Location: Located in Ingleside, lower middle-class or working class suburb.
    2.3 Size: First floor, two rooms, kitchen and toilets, used for children. The owner's family lives upstairs.
    2.4 Equipment: Child-sized tables, chairs, lockers, other equipment out of sight because workmen were renovating rooms, inexpensive play-yard equipment.

3. Children
    3.1 Capacity: 8, present enrollment 6, ages 3-6.
    3.2 Turnover: Unable to maintain full enrollment.

4. Services
    4.1 Nutrition: Breakfast and hot lunch
    4.2 Educational Program: No evidence of one.

5. Comments

The owner was alone with the children, who were eating lunch. It was not possible to interview her at length.

San Francisco Day Care Home #2
(Private)
San Francisco, California

1. Day Care Mother: Pleasant, talkative, eager to have us visit. Day care mother has been involved in family day care for ten years and became involved because she liked children and only had one child of her own.

2. Facility: Large brick, split level, fenced in yard, spacious rooms attractively decorated.

3. Children: Four boys from 18 months to 5 1/2 years.

4. Services: Provides breakfast, lunch, dinner, two snacks. (One soup snack included because children like soup.) Health: Physicals required and up to date information on immunization asked for.

5. Fees: $20.00 per week for single child, $30.00 per week double.

6. Parents: Working parents. Two mothers are separated from their husbands.

San Francisco Nursery School #1
(Proprietary)
San Francisco, California

The director of the nursery was cooking and had no one available to talk. She allowed a visit through the school (and guided tour). The facility was located on the second floor of an apartment building with a playground on the outside terrace and a door leading to the play area from the school.

There were three large rooms, beautifully equipped, and well arranged. The equipment and supplies were adequate for the number of children. There was no way to know the total enrollment since an interview was impossible.

San Francisco Nursery School #2
(Proprietary Center)
San Francisco, California

Purpose: To prepare the children for school. Extended day care for some older children (5).

1. Administration

   1.1 Owner: The owner of the school was eager to show her school, her childrens' work and some of the reports that she curated while taking child development courses.

   1.2 Staff: The director-owner-teacher had only one part-time assistant that worked when field trips, etc, were made.

   1.3 Fee: $22.50 per week per child for a regular day. If children come earlier or stay later in the day $25.00 per week is charged.

   1.4 Operating Schedule:
   The center, in existence since 1963, is open year round, five days a week, 8:00 am to 5:30 pm.

2. Facilities

   2.1 Type: The owner was using the back of her house for the nursery school. The house was small, brick foundation, and had a small fenced in yard.

   2.2 Location: The house was located in a residential section of town near the freeway. Lovely view from hill on which house was situated.

   2.3 Size: The center was small and crowded but space was well utilized.

2.4 Equipment: Most of the equipment was purchased from department store but seemed durable and was adequate for the number of enrollees. There were many games and table toys.

3. Children

3.1 Capacity and Enrollment: The center is licensed for twelve but current enrollment is up to ten children.

3.2 Ethnic Breakdown: Enrolled were black, white, Italians and Korean children. All children were learning (and speaking) simple phrases in eight languages. The children ranged from 2.9 to 6 years

3.3 Turnover and Waiting List: Enrollment was steady. Most of the children had been with her two years. Owner did not keep waiting list because she expected to have children until they reached public school age. She advertised in newspaper, twice since 1963 and has always had a full enrollment or never less than three under total enrollment.

4. Services

4.1 Nutrition: Children are fed two snacks and one hot meal (lunch). The director does the cooking.

4.2 Health: Physicals are required. Parents are responsible.

4.3 Transportation: None

4.4 No special services.

4.5 Educational Programs: The education program can be described as developmental and somewhat structured. There are good teaching materials in school and director seemed quite creative and had made games from "beautiful junk."

5. Staff

The director was teacher as well as owner of school. There is one part-time assistant.

6. Parents

All parents are employed but no other information on families.

7. Comments

From observation: 1) the yard was too small for the number of children, and 2) the director, the only full-time adult in the center, serving as cook and teacher could give little individual attention to each child in group of ten small children.

St. Vincent's Day Home
(Private, Non-Profit)
Oakland, California

Purpose: "When the mother or single parent is obliged to work or is ill or where a troubled family situation exists, St. Vincent's Day Home provides an environment in which each child may develop his physical, mental, spiritual and social capabilities."

1. Administration

   1.1 Sisters of the Holy Family operate 5 centers in California and Nevada, 1 of them in Oakland, 2 in San Francisco.

   Each center is managed independently. St. Vincent's has been in operation for 58 years.

   1.2 Financing:

      A. Title IVA--approximately $100,000
      B. United Bay Area Crusade--$29,000
      C. Catholic Charities --$13,000
      D. Parent Fees--$45,000 approximately
      E. State Department of Education--10¢ for every lunch served, 15¢ for every breakfast
      F. Federal--surplus commodities

   1.3 Board of Directors: voluntary, businessmen and parents.

   1.4 Staff: Director, 7 head teachers, 15 teacher assistants, a social worker, nurse, cook, cook assistant, housekeeper, housekeeper assistant, and maintenance man.

   1.5 Operating schedule: 7 a.m. to 6 p.m., 5 days a week, 49 weeks a year (Closed for 3 week summer vacation). 5 nuns, 22 laywomen, 2 men.

2. Facility

2.1 Site:

A. Gross Site Size--The approximate gross site size of this facility is 64,000 sq. ft. or 1.5 acres.

B. Outside Play Area--The approximate size of the outside play area is about 43,000 sq. ft. or approximately 1 acre.

C. Fence System-- a 12' high chainlink fence is used around the play yard to keep the children's activities isolated from the traffic.

D. Zoning Classification--The general neighborhood is an urban renewal area and has recently built government housing. There are some heavy commercial and light industrial facilities in the general area within a two block radius.

E. Street Traffic--The facility is located on a heavily loaded main thoroughfare.

F. Off-Street Parking--approximately five cars could be parked along the side of the building however, this is used for a service entrance.

2.2 Building:

The St. Vincent's Day Home was a 2 1/2 story structure with a basement. It was built in the early 1900's. It appears to have been intended as a very large residential structure that was later converted into this Day Care Facility around the year 1911. At the rear of this structure, is a single story double classroom facility built on a crawl space. Another structure containing two classrooms has been built in the last two years. A garage type structure is used on the playground for carpentry activities and instruction. All of these structures are wood framed.

2.3 Cost Data:

The total replacement cost of all four buildings at this facility is approximately $242,000.

2.4 Building Capacity:

The building capacity of this facility was not obtained, however, the program was operating with approximately 150 children.

2.5 Space Utilization:

The main building housed the functions of administration, the laundry, the kitchen plus classrooms on all three floors.

Building #2 is behind the original building and houses two general purpose classrooms.

Building #3 is a separate new building with toilet facilities, and houses two more general purpose classrooms.

Building #4 is the outside carpentry shed. It is a garage type facility and is used for play and instruction.

2.6 Facility Layout:

This facility is basically laid out with the core or central services in the original building on the first floor. These central services include the administration, the reception area, the kitchen. The other three buildings operate basically as instructional facilities and do not contain any of the central service functions.

2.7 Equipment:

A. Outside Playground equipment is valued at approximately $1,500. This does not include the carpenter's shed.

B. The office equipment is valued at approximately $2,000.

C. The kitchen equipment is valued at approximately $4,500.

The approximate value of the instructional equipment including the but not limited to tables, chairs, media, shelving, cabinets, chalk boards, tack boards, easels, toys, coat racks, etc. is approximately $18,000.

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3. Children

- 3.1 Capacity 150, present enrollment 140, Ages 2 through kindergargen
- 3.2 50% black, 20% Spanish-speaking, 7-10% Oriental
- 3.3 No school-age children
- 3.4 Heavy turnover due to center philosophy and mobility of families being served. Constant waiting list of about 20.
- 3.5 Eligibility
  - 3.5.1 Parents working or sick, single parent family
  - 3.5.2 Need for temporary assistance to keep family intact
  - 3.5.3 Income guidelines of Title IVA, AFDC, Former and potent
  - 3.5.4 Physical examination and immunization certified by doctor

4. Services

- 4.1 Hot breakfast and lunch, morning and afternoon snacks.
- 4.2 Dental, vision, and hearing screening
- 4.3 Referral to free services in the community where necessary.
- 4.4 Field trips
- 4.5 Educational Program
  - 4.5.1 Unstructured for 2-4 year olds
  - 4.5.2 Kindergarten for 5 year olds
  - 4.5.3 Variety of educational toys and materials (Playskool, Montessori, Creative Playthings)
  - 4.5.4 Ear - phones and planned listening center

5. Staff

- 5.1 Qualifications: Head teachers--at least an AA plus 12 units in Early Childhood Education. Most have bachelor's degree. Teacher assistants --at least 12 units in Early Childhood Education or presently enrolled in these courses. Most have an associate or bachelor degree.

5.2 Salaries--

1. Head teachers--$450-$575 per month (40 hr. week)
2. Teacher assistants--$400-575 per month
3. Nuns--$375
4. Cook--$400 (30 hours week)
5. Cook assistant, housekeepers, maintenance--$360-$375

5.3 In-Service Training: Consultant in child development one-day a week for observation, critique, and seminars with staff.

6. Parents

6.1 Slots for 120 children whose families qualify for assistance under Title IVA. Most of these are 2-parent homes where both parents are working because of economic necessity.

6.2 30 children from middle-class families which need service because of illness or loss of a parent.

6.3 Fee structure

- 6.3.1 Non-funded children (30) $15 to $22 per week.
- 6.3.2 Families below minimum income (45 children) no fee.
- 6.3.3 All others pay $5-$30 per month

6.4 Parent meetings and participation on Board of Directors just getting started to meet Federal guidelines

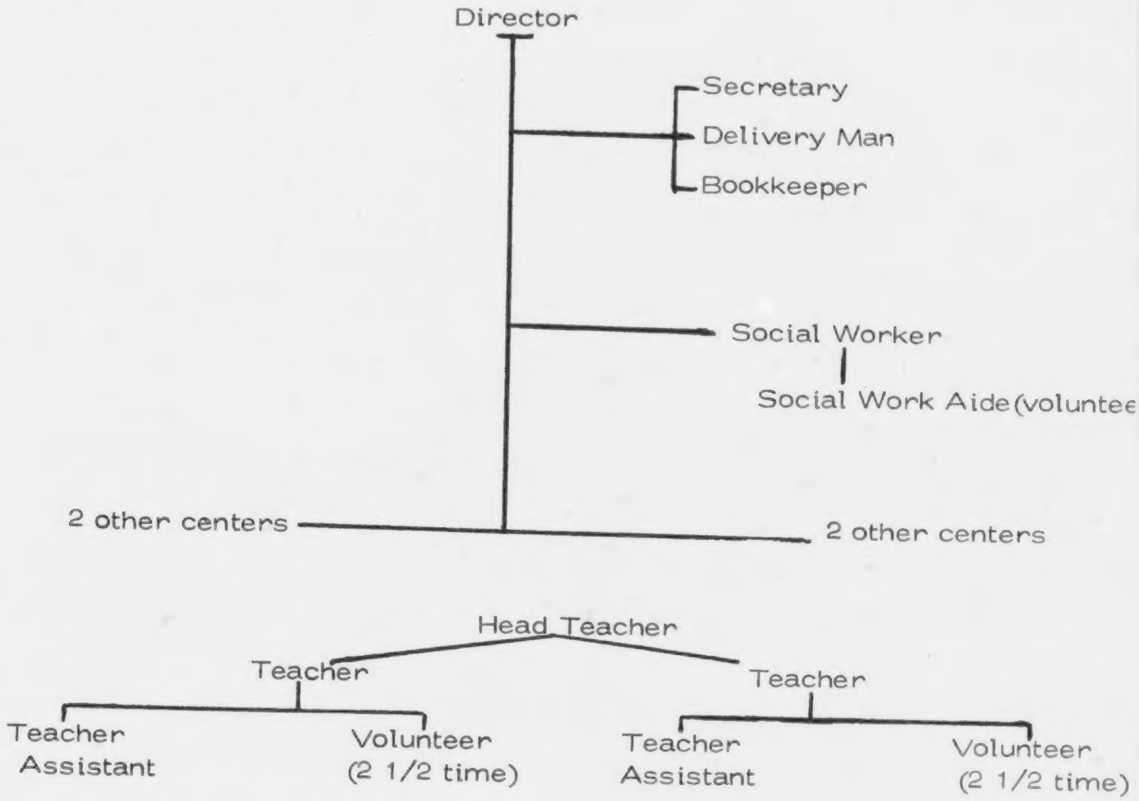
7. Costs

Total cost per child/week is $24 or $1248 per child/year.

Parent Child Development Centers

Oakland, California

1. Administration
    - 1.1 Five centers funded by CEP
    - 1.2 Elected Board of Directors
    - 1.3 Staff Structure as follows:



    - 1.4 Operating schedule--7 am to 5:30 pm, 5 days a week year round.

2. Facilities--All five centers located in churches.

3. Eligibility
    3.1 Potential CEP trainees
    3.2 CEP trainees

4. Enrollment
    4.1 65% are children of CEP trainees
    4.2 35% are children of CEP eligible parents

    4.3 Total enrollment--100 children
    4.4 Children between ages of 2 years to 6 years 9 months.

5. Services
    5.1 Developmental curriculum (Head Start type)
    5.2 Complete dental care--(examinations, cleaning, fluoride, complete restoration for $40 per child through children's Hospital)
    5.3 Medical examinations--medical follow up by referral
    5.4 Immunizations, visual screening hearing and speech testing
    5.5 Social Services
    5.6 Other Head Start type services

6. Staff
    6.1 Director--4 year college degree, 12 units in Early childhood
    6.2 Head Teachers--4 years college degree(preferred but not essential)
    6.3 Teachers Assistants--high school diploma or comparable experience
    6.4 Teachers--2 years of college or Associate of Arts Degree or comparable experience.

7. Staff Training

7.1 In service training by Director

7.2 Encourage to take night or day courses through Merritt College--last funding period, program financed such centers.

8. Cost

8.1 $2,500 per child per year--Federal cost(does not include volunteers, in-kind space, fees)

8.2 Most of cost result of staffing and salaries (teacher/child ratio=6 adults to 25 children)

9. **Fee** Schedule Per Hour(based on income and family size)

	No. of Dependents						
	2	3	4	5	6	7	8
$1-$80	3¢	2¢	2¢	1¢	1¢	0	0
$81-$204	4¢	3¢	3¢	2¢	2¢	1¢	1¢
$205-$224	5¢	4¢	4¢	3¢	2¢	2¢	1¢
$225-$244	6¢	5¢	5¢	4¢	3¢	3¢	2¢
$245-$264	7¢	6¢	6¢	5¢	4¢	4¢	3¢
$265-$284	8¢	7¢	7¢	6¢	5¢	5¢	3¢
$285-$304	9¢	8¢	7¢	6¢	6¢	5¢	4¢
$305-$324	10¢	9¢	8¢	7¢	6¢	5¢	4¢
$325-$344	11¢	10¢	8¢	7¢	6¢	5¢	4¢
$345-$364		11¢	9¢	8¢	7¢	6¢	5¢
$365-$384			10¢	9¢	8¢	7¢	6¢
$385-$404			11¢	10¢	9¢	8¢	7¢
$405-$424				11¢	10¢	9¢	8¢
$425-$444					11¢	10¢	9¢
$445-$464						11¢	10¢
$465-$484							11¢
$485-$504							12¢

10. Comments

- A. Director estimated 5 centers cover 5-10% of need in Oakland.
- B. Volunteers are:
    - 1. Social Service Aides--Senior Citizens
    - 2. Teacher Assistants
        - (a) 4 hours volunteer from Sen. Citizens
        - (b) 4 hours volunteer from work/study student at Merritt
    - 3. New STEP contract signed--one full time person being trained in day care.

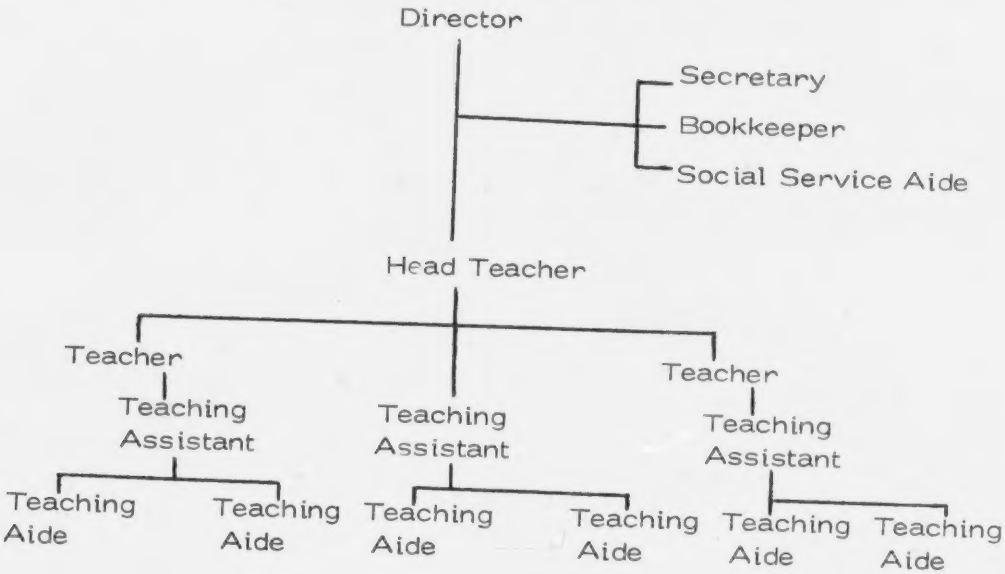
Kennedy Tract Day Care Center
(Private, Non-profit)
Oakland, California

1. Administration

1.1 Private non-profit funded with fees, Title IVA, lunch and local money.

1.2 Parents elect 11 member Board of Directors (8 parents, 3 non parents) of which 2 are very low-income. Board members are responsible for raising 25% matching funds. Board is responsible for formulating policy.

1.3 Staff structure as follows:



1.4 Operating schedule--7 am to 5:30 pm, 5 days a week year roun

2. Facilities--Community center, in brick two story building located in target area.

3. Eligibility

3.1 Eligibility for Title IVA benefits under State Department of Welfare guidelines. Children of 50 AFDC and former AFDC families including:

3 whose parents neither work nor are in training for health reasons;

4 whose parents are in training;

43 whose parents are employed.

3.2 Residents of Fruitvale District, or workers crossing district on way to work.

4. Enrollment

4.1 Total enrollment: 70 children, 2.9 months to twelve years.

4.2 20% of total enrollment after school (during summer)

4.3 15 out of total absent per day

5. Services

5.1 Developmental curriculum by age group (Head Start type)

5.2 Health: Medical/dental screenings follow-up by referral, immunizations through Public Health.

6. Staff Qualifications

6.1 Director--early childhood credentials

6.2 Head Teacher--4 year college degree

6.3 Teachers--Child Centers permit, 24 hours of college credits

6.4 Teaching Assistants--no credentials necessary

6.5 Teachers Aides--no credentials necessary. All employees are parents.

7. Staff Training

In service training through Merritt College--instructor comes to center once a week and teaches course in early childhood--credits.

8. Cost

$146 per child per month--total cost (not including donated materials, etc.)

9. Fee Schedule (¢/hour)

Based on income and no. in family (see below)

(Board members do not pay fees and of other users approximately 15-20% pay no fees)

	1dep.	2dp.	3dp.	4dp.	5dp.	6dp.	7dp.
To-$300	0	0	0	0	0	0	0
300-350	5	0	0	0	0	0	0
350-400	10	5	0	0	0	0	0
400-450	15	10	5	0	0	0	0
450-500	20	15	10	5	0	0	0
500-550	25	20	15	10	5	5	0
550-600	30	25	20	15	10	10	5
600-650	35	30	25	20	15	15	10
650-700	40	35	30	25	20	20	15
700-750	50	45	40	35	30	20	15

10. Comments

A. Director estimated not even 40% of need in Fruitvale District met by this center.

B. Volunteers from Spanish Speaking Council, Neighborhood Youth Corps, older women, teenagers

C. Evening shift needed but no plans to fill need.

Oakland Day Care Center #1
(Private)
Oakland, California

Purpose: To teach pre-school children to become self-sufficient, how to live peacefully with others and to develop interest and skill in various activities, while providing proper care for children of working parents, or anyone else wishing to take advantage of this service.

1. Administration
    1.1 Operating Agency: Husband and wife owners. The husband is a post office employee who "helps out sometimes." The wife operates the nursery. She has a high school education, some nurse's training, and some college credits in early childhood education.
    1.2 Staff: The staff consists of three teachers, who work according to enrollment and a cook who works from 7:00 am until 1:00 pm.
    1.3 Operating Schedule: Open five days a week, 7:00 am to 6:00 pm all year.
    1.4 Fee charged: $25 a week for one child; $35 for two children from same family.

2. Facility
    2.1 Site:
        A. Gross Site Size--The approximate size of this site is 50' x 180' = 9,000 sq. ft.
        B. Outside Play Area--Approximately 4,000 sq. ft. including the 500 sq. ft area under building canopy.
        C. Fence--The fence system consists of a 4 ft. chain link fence at the front and a 4 ft. wood fence at the rear.

D. Zoning Classification--The general area consists of multiple family residences and apartments with a commercial area approximately two blocks to the west.

E. Street Traffic--Normal residential with some light commerical.

F. Off Street Parking--none.

2.2 **Building:** This structure was built specifically for Day Care. It is a wood framed single story building on a concrete slab and has a flat roof. The outer wall surface is stucco and the **inner** walls are drywall. The interior surfaces consist of resilient tile, painted drywall, and accoustical tile.

2.3 Cost Data: The interior program area is approximately 2,800 sq. ft. The cost to replace this facility today in Oakland is $19,000.

2.4 Building Capacity: 43 children.

2.5 Space Utilization: Approximately 2,500 sq. ft. are used for instruction, play and quiet activities. The remaining 300 sq. ft. are used for kitchen, toilets and offices.

2.6 Equipment:

A.	Office equipment	$ 300
B.	Kitchen equipment	1,000
C.	Instructional	2,400
D.	Yard play	1,000
	Total Equipment	$4,700

3. Children

3.1 Capacity: 43, present enrollment 24, ages 2-6.

3.2 Ethnic Breakdown: 75% black, 25% white and Oriental.

3.3 Turnover and Waiting List: Frequent turnover due to instability of parents' employment. Usually full enrollment during school year with few on waiting list. Many inquiries.

4. Services

4.1 Nutrition: Hot lunch, morning and afternoon snacks, breakfast for 25¢ extra charge.

4.2 Health: Emergency medical aid available at doctor's office two blocks away.

4.3 Educational Program: Followed a pre-school curriculum, arts and crafts equipment, blocks and housekeeping toys, books, music records, plants, aquarium; 5 year olds sent to public kindergarten.

5. Staff

5.1 Qualifications: Teachers taking junior college courses in order to meet State licensing requirements.

5.2 Salaries: For teachers $1.75 to $2.00 an hour, for cook $1.65 an hour.

5.3 Turnover: No problem getting or keeping teachers because of present job shortage.

5.4 Ratio to children: 1:8 for 2 and 3 year olds, 1:12 for 4 and 5 year olds.

6. Parents

Most are single parent families, divorcees working to support their children, clerical and other low-income jobs.

7. Comments

The owner is trying to provide a good program of more than custodial care for children. The families she serves, however, cannot pay more than $25.00 a week and enrollment fluctuates as parents lose jobs or try to save money by taking child out of nursery. With her present income she cannot hire more or better trained staff or replace equipment. According to the owner, she receives several calls daily from mothers who need her nursery but cannot afford to pay the fee. She feels that some kind of subsidy is necessary and would like the government to help private day care operators.

(Note: Major problems in getting started were opposition of neighbors and financing construction.)

APPENDIX B

Center Descriptions

Des Moines

Des Moines Day Care Center #1
Tiny Tot, Inc.
(Non-profit)

Purpose: To provide low-cost day care for all children. Strengthening family life.

1. Administration

1.1 Operating Agency: Opened three years. Director was community worker in storefront Opportunity Center. Mothers needed place to leave children while looking for jobs, going to clinics, etc. Evolved into a child care center. Tiny Tot, Inc. now consists of four centers.

1.2 Financing: Started with rent being paid by St. Johns's church and OEO. Now financed by Head Start, DPW and CEP payments, USDA reimbursements, and OEO. Just signed a contract with Model Cities. Parent fees make up small proportions of income. Center accepts help and contributions from whomever offers them. (See Attachment 1.)

1.3 Administrative Structure: Board consists of a few professionals and many inner city residents.

1.4 Staff: One director, four supervisors, four teachers, sixteen group workers (aides), one Licensed Practical Nurse, one secretary, four cooks, two assistant cooks, four custodians and consultants.

1.5 Operating Schedule: Center is open twelve months a year; five days a week; from 6 am to 6 pm.

2. Facility

2.1 Type: Two story plus basement; wood framed, brick veneer apartment house. Probably built around 1920.

2.2 Location: Poor area of detached homes. The Logan center is located in a small church in the near NE section.

2.5 Costs: See attachment 1.

3. Children

3.1 Capacity: (four centers) 150 children

3.2 Ethnic Breakdown: 2/3 black; 1/3 white.

3.3 Eligibility Criteria: Income criteria established by respective funding sources. Children must have physical and be getting immunizations.

3.4 Turnover: very low; Waiting list:has no more than fifteen children. Centers will accommodate children beyond capacity in exceptional cases.

3.5 Special Cases: Will accept handicapped and mentally retarded children. Presently, the center is negotiating for modification of licensing requirements to include infants day care.

4. Services

4.1 Nutrition: serve breakfast, lunch and two snacks.

4.2 Health: Center assumes responsibility for getting physicals and shots if parent cannot do so. Have LPN on staff who visits center weekly.

4.3 Counseling and education: Parents refered to appropriate agencies although director does provide some services of this nature.

4.4 Education Program: A child development specialist has been working with staff and the program is becoming more educational in nature. No special equipment or materials used.

4.5 Transportation: None provided at this time and it appears to be a problem for many parents

5. Staff

5.1 Qualification: Director has obtained GED certificate. One teacher formally trained in child development and previously works with emotionally disturbed children. Another teacher was a registered pharmacist. Aides currently enrolled in child development courses.

5.2 Salaries: See attachment 2.

5.3 In-Service Training: During past year have had two courses of 9 and 15 weeks, covering child development and related subjects. (Another planned for January.)

6. Parents

6.1 Sociol Economic Level: About 3/4 are one parent families receiving some sort of public assistance. (ADC assistance, training, etc.) Mothers work as LPNs, telephone operators, library or teacher aides, hotel maids, clerks, waitresses, etc. These are usually low-paying, dead-end jobs.

6.2 Fees: The basic fee of $5.00 per week, which may be adjusted, was determined by parental vote

6.3 Participation: Good parent participation. Building is always full of people--babies, children, teenagers and adults. Parents have strong parent organization, raise funds and volunteer as able--get the feeling of real participation on several levels.

7. Costs

See attachment 2.

8. Comments

A grass-root operation which has become a viable entity although it is still developing. Much credit has to be given to the commitment and determination of staff and volunteers, especially the director.

Attachment 1

Budget

Tiny Tot, Inc.--3 centers--160 children

(150 children x253 days--40,480 child days of care)

--$5.00 per day per child

Personnel	Total
Salaries	$216,200
Benefits (Soc. Sec.) (withholding)	25,944
Consultants (nurse, MD, Psychol.)	6,000
Nonpersonnel	
Travel	$ 2,880
Space	16,520
Consumables	3,100
Equipment(rent lease purchases)	2,000
Other	5,250
Insurance (chief staff)	1,440
	$279,334

Cost per day = $6.90 ($279,334 ÷ 40,480)

Food Service--USDA for all

	Rent
Logan 19% of budget	$1,800
Center 31% of budget	3,200
College 12.5% of budget	2,220
Forest 37.5% of budget	3,600

Insurance: $30 month per 40 children.

Attachment 2

Salaries

Director	$8,400
(4) Supervisors @	$6,000
(4) teachers @	$5,400
(16) group workers @	$4,500
1 LPNurse @	$6,200
Child develop. specialist	$6,500
Bookkeeper	$7,200
Secretary	$4,800
Social Worker	$7,000
_____ Aide	$4,500
(4) custodians @	$3,900
(4) Cooks @	$4,200
(2) assistant cooks @	$3,900

Consultants

1 nurse-4 hours/week each center @ $10/hr.

1 MD -2 hours/week per center @ $25

1 psychologist-2 hours/month @ $25/hour

Administrative consultant-8 hours/month @$10/hr.

Monthly--	Nurse	$170
	Doctor	$200
	Psych.	$ 50
	Adm. Con.	80

$500 per month
x 12
$6,000 per year

Day Care Center #2
(Proprietary)
Des Moines, Iowa

Purpose: Education. Identifies itself as a school, but qualifies as providing day care since it keeps children in attendance all day.

1. Administration

   1.1 Owner: Owned and operated by a women who has an MS in nutrition and child development. In business 35 years.

   1.2 Fees: $21/week full day; $17/week half day; $12/entrance fee.

   1.3 Staff: Owner; one head teacher with BSE; 2 assistant teachers (one at community college); 1 aide; 1 cook.

   1.4 Schedule: Center is open all year except for two week period in August. School year is divided into 4 terms. Hours 7:30 to 5:15; but children can be picked up at earlier times.

2. Facility

   2.1 Type: This school is housed in a spacious old frame house (30 rooms), well-maintained and modernized. Colorful tan and red exterior. Very large, fenced in play yard. Many trees. Excellent play equipment designed by the owner. Also has shell of an old car which is used by children. As you enter, warm atmosphere continues. Light paneled walls, carpeting. Rooms are large and cheerful. Air conditioned.

2.2 Location: Large corner lot in residential area of large homes and apartments.

2.3 Space utilization: First floor of house used for school and bookstore.

2.4 Equipment: Equipment was very adequate. Scaled to children's size. Usual pieces. Outdoor equipment exceptionally good.

3. Children

3.1 Enrollment and Capacity: Licensed for 35 children from ages 2.9 to 5. Presently has 27 enrolled (enrollment low in summer). 50% of enrollment are four year olds. Has kindergarten group. One-sixth attend part time.

3.2 Ethnic Breakdown: Basically white, with non-white mix. All religions.

3.3 Turnover & Waiting Lists: Low turnover; no waiting list at present. Applications increasing for fall term.

4. Services

4.1 Nutrition: Lunch and one snack. Nutrition is owner's forte. Cook has been with her for years.

4.2 Health: Has consultant pediatrician. Nurses from two hospitals use this as demonstration school.

4.3 Transportation: None

4.4 Special Services: None

4.5 Education: Music, dramatic play, creative play, and art geared to child's needs. Stress observation, experimentation, and excursions into community. Has kindergarten group. Child receives complete report card before entering first grade.

Materials: Jilles-Widmer and Milton Bradley teaching aides. Christmas, May Day, and graduation programs for which children practice.

5. Staff

5.1 Qualifications: Teachers must be college trained. Assistants are sent to Community College for child development training.

5.2 Salaries: Pay $600 per month and down.

5.3 Turnover: Little turnover.

6. Parents

Tries to cater to a professional group, and reports that 65% of mothers work. No data on employment, but it was mentioned that some parents are having difficulty paying fees.

7. Comments

This program is well thought of in Des Moines. Children are very content. Owner is finding it increasingly difficult to realize profit. Seriously thinking of closing in next few years. Estimates expenses at $3,500 a year.

Des Moines Day Care Center #3
(Non-profit)
Des Moines, Iowa

Purpose: Competent day care of preschool children at reasonable cost.

1. Administration
    1.1 Operating Agency: Under auspices of First United Methodist Church as a community service.
    1.2 Financing: Fees by family, food reimbursement, fees by CEP, pledge from church.
    1.3 Administrative Structure: Board oversees program but day to day operation is responsibility of director and ten salaried employees.
    1.4 Staff: Director, three teachers, one assistant teacher (New Careers), food service manager, aides, trainees and one custodian.
    1.5 Operating Schedule: Twelve months a year, five days a week from 6:45 am to 5:45 pm. (No child can remain in center more than 10 hours a day.)

2. Facility
    2.1 Type: Second floor of a three story wing of a church.
    2.2 Location: Downtown commercial business district.
    2.3 Cost: Replacement cost today in Des Moines $278,000.

3. Children
    3.1 Enrollment and Capacity: Capacity 57, enrollment 45.

3.2 Ethnic Breakdown: 50% white, 50% black. Two children from India.

3.3 Eligibility: Any child between three and six. Physical exams and immunization required before entrance.

3.4 Waiting List: No waiting list in summer. They keep several in winter.

3.5 Special Cases: Will accept children with mild handicaps or retardation.

4. Services

4.1 Nutrition: Breakfast, lunch and two snacks.

4.2 Health: Work closely with nursing and pediatric staffs at Methodist Hospital.

4.3 Education Program: Group play, indoor and out to develop muscles and coordination; balance of quiet and vigorous activities; experiences with nature and science;music /stories/rhythm; art materials; practice in sharing and taking turns; creating awareness of God's place in everyday world.

4.4 Transportation: None

5. Staff

5.1 Qualification: Director has 10 years experience and BA. (Also see 1.4.)

5.2 Salaries: Total $31,500. Teachers $400 to $500/mo.; Assistant teachers $300/mo.; Aides $1.60/hour.

5.3 In-service Training: State workshops.

6. Parents

Low and middle income families, of which many are one parent families, most of whom live in central city.

7. Fees: Minimum of $5/week for all children. Top fee going up to $20 per week (from $17). Average weekly fee is $7.24 per child.

8. Cost

See following page.

September 1, 1969 to August 31, 1970

Fees by family	$16,000	
Government funds/food	3,000	
Fees by CEP	2,000	(8 children)
	$21,000	

Salaries	$31,500	
Food	3,500	
Insurance	0	(church coverage)
Office Equipment	200	
Staff Education	375	(for New Careers in Child Development 1 staff member)
Program Supplies	300	
Telephone	125	
	$36,000	

Need $15,000 pledge from church.

August enrollment 45

August weekly fee $7.24

Des Moines Day Care Center #4
(Proprietary)
Des Moines, Iowa

Purpose: To provide the children with care and protection.

1. Administration

1.1 Owner: Owner has been baby sitting for years and raising a family of nine. Her co-owner has been working in another school (that is now closed) and had that experience; so they combined to own their own operation. These two ladies do most of the work with the help of three others. They are planning to hire a former elementary teacher who may help to setup some type of organized schedule and curriculum. Currently, they provide primarily custodial care, with some basic learning such as numbers, colors, and experiences.

1.2 Financing: $16.50 per child per week. $30.00 for two in the same family. $.50 for one child per hour part time. $.25 for lunch for part time child.

1.3 Staff: There are the two owners, who do most of the work, and then there are three other teachers.

1.4 Operating Schedule: The center is open twelve months a year, five days a week, from 7:30 am to 6:00 pm.

2. Facility

2.1 Type: Two story frame home. The rooms are small but adequate for the number of children (capacity 20). They are licensed to use two floors, the first floor and the basement. The room most used was the kitchen as a central spot and the people went from there.

2.2 Location: The school is located in a middle–class type area of home owners.

2.3 Space: The area seems to be well divided up, there was one long room for large blocks, and another room for quiet type activities with a TV and then the kitchen and the locker room.

2.4 Equipment: The equipment was sparse but it was adequate and durable. There was good play ground equipment in the enclosed play area. There were no early education type materials, just ordinary type things that one might see in a play area.

3. Children

3.1 Capacity is 30 and enrollment was at 15 to 25; ages 2-5 years.

3.2 Ethnic Breakdown: Mostly white with some blacks.

3.3 Turnover and Waiting List: School's been open for less than a year, most of the kids stayed home during the summer.

4. Services

4.1 Nutrition: Lunch and two snacks.

4.2 Health: All children are required to have physicals.

4.3 Social Welfare: None

4.4 Counseling: None

4.5 Educational Programs: Educational type activities include such things as coloring, and other arts and craft type activities; learning colors and numbers, and watching Sesame Street on the TV; also playing with group activities.

5. Staff

5.1 Qualifications: High school education. One owner had previous day care experience. The other is raising nine children.

5.2 Salary: Teachers' salary $2.00/hour; $.75 for high school girl. The owners hope to be able to clear at least $100 per week per owner (projection).

5.3 Turnover: Very slight if any.

6. Parents

No information on the types of parents that are served, but most lived in the area. The school is about six blocks from Drake University, but does not serve any of the children from those families.

7. Costs

The owner could not give any financial information.

APPENDIX C

Center Descriptions

Greenwood

Day Care Center #1
(Proprietary)
Greenwood, South Carolina

Purpose: Business

1. Administration

   1.1 Operating Agency: Owner--impression middle-class lady, running a business.

   1.2 Fee: $3.50 per day.

   1.3 Operating Schedule: Twelve months, 5 days a week, 7:00 am to 6:00 pm.

2. Facility

   Four rooms (used as play-sleep rooms) plus bathroom. Large fenced in yard equipped with climbing bars, swings and tricycles.

3. Children

   3.1 Enrollment: 31, infants to 6 years

   3.2 Ethnic Breakdown: all white

4. Services

   4.1 Nutrition: Breakfast, lunch and one snack

   4.5 Educational Program: Essentially baby sitting, equipment was toys and games.

5. Staff

   Owner/director who works with children. One six hour teacher; two half time teachers.

6. Parents: Mostly employed

Day Care Center #2
(Proprietary)
Greenwood, South Carolina

Purpose: Business

1. Administration
    1.1 Owner/operator directs school with husband and teaches in the morning.
    1.2 Fees: $23.00/month kindergarten, $18.00/week day care.
    1.3 Staff: 3 kindergarten teachers, 2 directors (husband and wife)
    1.4 Operating Schedule: 7:00 to 5:30 pm day care enrollees; 9:00 to 12:00 kindergarten enrollees. Five days a week, year round.

2. Facility
    2.1 Type: Renovated, large wooden frame house with brick siding.
    2.2 Location: Residential area.
    2.3 Space: Large rooms, large fenced in yard.
    2.4 Equipment: Nice child size furniture, plastic toys. No commercial teaching supplies/equipment.

3. Children
    3.1 Capacity 125, present enrollment 125. (95 five year olds in kindergarten and 30 three and four year olds in day care.)
    3.2 Ethnic Breakdown: all white
    3.3 Turnover: light; waiting list: many on waiting list. Two extra classrooms are being added to school. Director received two calls during short interview, regarding enrollment.

4. Services

   4.1 Nutrition: Lunch and two snacks

   4.2 Health: Physicals asked for but not required

   4.3 Transportation: None

   4.4 Special services: None

   4.5 Educational program: kindergarten (no special curriculum)

5. Staff

   5.1 Qualifications: teachers not certified

   5.2 Salaries: Not available

   5.3 Turnover ?

6. Parents: Kindergarten mothers mostly housewives.

7. Center has long waiting list. Now in process of adding two rooms in order to increase enrollment by fall.

Day Care Center #3
(Proprietary)
Greenwood, South Carolina

Purpose: Business

1. Administration

1.1 Owner/operator/director

1.2 Fee: One child $15.50 per week; 2 children $21.00 per week; 3 children $25.00 per week.

1.3 Staff: One cook (who also cares for children), director's daughter and two sons help in center.

1.4 Schedule of operation: Year round, five days a week, twenty-four hours a day.

Extra services: Babysitting Services available: 25¢ per hour per child; breakfast 35¢; lunch 30¢; supper 50¢.

2. Facilities

2.1 Type of structure: The basic building is concrete block on a concrete slab with wooden roof trusses.

2.2 Location: Center is located in a mixed light/heavy commercial area.

2.3 Size: Gross site size is approximately 15,000 sq. feet. The outside play area is 5,800 sq. feet. Play area has a four feet high fencing system.

2.4 Space Utilization: Center has two sleep/play rooms, one corridor/play room, kitchen and auxiliary kitchen, two sleep rooms, two closets, restroom, attendants' quarters, and outside play area.

2.5 Equipment: Little equipment for children other than books and cheap toys purchased in area stores. Equipment assessed included all house furniture and accessories. More equipment for yard than center.

2.6 Cost Data: Total equipment cost $5,175. Base cost for facility $7.06/sq. ft. Cost to replace this structure in Greenwood is $34,000.

3. Children

3.1 Capacity 20, enrollment 20, aged 5 months to 11 years.

3.2 Ethnic Breakdown: all white

3.3 Turnover and waiting list unknown.

4. Services

4.1 Nutrition: Three hot meals
4.2 Health: Physical required, parents' responsibility
4.3 Transportation: None provided
4.4 Special Services: See extra services 1.4.
4.5 Education program: None

5. Staff

Director and three family members, cook.
Salaries unknown.

6. Parents: Mill workers, mostly single head of households

7. Comments: This center provides custodial care for mill (textile) employees with changing shifts. Older children are kept nights or late evenings during school year if they are enrolled (up to eleven years).

Day Care Home #1
Ware Shoals, South Carolina

1. Owner: Middle-age lady beginning to keep children to see if she wants to do it on regular basis.

2. Facility: Wooden frame structure, large spacious kitchen

3. Children: Four children aged 1-6

4. Services: Lunch, two snacks, no transportation, no physical required.

5. Fee: $11.00 a week per child

6. Parents: People in community needing child care. No information on parents' employment, etc.

Head Start Center #1

Greenwood, South Carolina

1. Administration

   1.1 Operating Structure: Head Start Center

   1.2 Financing: Federal

   1.3 Staff: Ratio of one teacher and one aide per seventeen children, maintenance help.

   1.4 Operating Schedule: Twelve months, 5 days a week, 7:00 am to 5:30 pm.

2. Facility

   2.1 Type of structure: This Head Start center is located in a former hospital. The center and the CAA offices occupy the second level of the building. The floors are tile over concrete, the outside walls are brick veneer over structured tile, interior walls are plaster over lath. The building is made essentially fireproof by aluminum sash.

   2.2 Location: The building is located in a residential area zoned for hospital and schools.

   2.3 Size: Gross site size is not definable because center is part of another building. There are about three areas adjacent to the facility that can be used as a play area.

   2.4 Space Utilization: There are six classrooms (play areas), offices for CAA staff, teachers' lounge, toilets and outside play area.

2.5 Equipment: There were few toys, no outside play equipment, and few supplies.

2.6 Cost Data: Total equipment cost $4,338 (included in assessment was office equipment for center purposes).

The cost to construct this facility today in Greenwood, S.C. would be $130,000.

3. Children

3.1 Enrollment: 107

3.2 Ethnic Breakdown: majority black, approximately 96%

3.3 Eligibility Criteria: Income within poverty guidelines, physical required.

3.4 Waiting list: 70 children on waiting list.

4. Services

4.1 Nutrition: Lunch and two snacks

4.2 Health: Medical & dental screening, full immunization.

4.3 Educational Program: Developmental program. Equipment seemed scarce compared with other Head Start programs.

4.4 No transportation

5. Staff

5.1 Center Staff: Head Start Director, Education Director, Social Service Coordinator, Nurse. Classroom staff: 1 teacher and 1 aide per 17 children.

5.2 Salaries: Teachers $80-136 per week .

5.3 In-service training: Monthly in-service training for staff and OEO project for staff development. The co-operating schools are USC and Lander College which offer programs leading to an associate degree in early childhood education.

6. Parents

6.1 Socio-economic level: Poverty level as defined by OEO; 25% AFDC beneficiaries

6.2 Fees:none

6.3 Participation: All parents belong to center parent organization. Parent group elects representative to board.

7. Costs

$1,100 per year per child

Head Start Center #2

Greenwood, South Carolina

1. Administration
    1.1 Operating Structure: Head Start Center.
    1.2 Financing: Federal
    1.3 Staff: Head Start Center Director, Social Services Director, Nurse, teacher and teacher aide
    1.4 Operating schedule: Twelve months, 5 days a week, 7:00 am to 5:30 pm.

2. Facility
    2.1 Site
        A. Outside Play Area - 33' x 60' = 1, 980 sq. ft.; 4' high fence around play area.
        B. Zoning Classification - Residential (industry within two blocks)
        C. Street Traffic - Light commercial traffic.
        D. Off-Street Parking - 6 cars.
    2.2 Building: The basic building is a church which has a multi-purpose area that is used for the day care activity and some school and social functions.

    2.3 Cost Data: The cost to construct this facility today in Greenwood, South Carolina would be $35,000.
    2.4 Equipment Cost: $989.00

3. Children

  3.1 Enrollment: 17 children, ages 3-5

  3.2 Ethnic Breakdown: majority black, approximately 98%.

  3.3 Eligibility Criteria: Income within poverty guidelines.

  3.4 Waiting list: many more children who are eligible; however no space available.

4. Services

  4.1 Nutrition: lunch and two snacks (breakfast if necessary).

  4.2 Health: Head Start budget only large enough for screenings and immunizations.

  4.3 Social Welfare: Resources of CAA are available to children and parents--also makes referrals to appropriate community agencies.

  4.4 Counseling: Social Services Direction is available for parent counseling.

  4.5 Educational program: Developmental - a variety of equipment both educational materials and toys are available but these appear to be of poor quality and inadequate supply.

  4.6 No transportation furnished.

5. Staff

  5.1 Center Staff: Head Start Director, Education Director, Social Service Director, Nurse. Classroom staff: one teacher and one aide per 17 children.

  5.2 Salaries: Teachers $80-136 per week

5.3 In-service training: Monthly in-service training for staff and OEO project for staff development. The co-operating schools are USC and Lander College which offer programs leading to an associate in early childhood education.

6. Parents

6.1 Socio-economic level: Poverty income criteria.

6.2 Employment: Most parents marginally or seasonally employed, some job training.

6.3 Fees: none.

APPENDIX D

Center Descriptions

Milwaukee

Milwaukee Day Care Center # 1

1. Administration: (Started by Lutheran Church)
   - 1.1 Operating Agency: Now church related
   - 1.2 Financing: Partial funding from United Community Service
   - 1.3 Administrative Structure: No details
   - 1.4 Staff: Director and 3 teachers, 3 aides. A second center has been opened
   - 1.5 Operating Schedule: Open 6:30 to 6:00, 5 days a week. Closed two weeks (August). (Also has session 8:45 to 11:30.)
2. Facility
   - 2.1 Type: Converted store with office next door
   - 2.2 Location: Center is located on main commercial thoroughfare in South Milwaukee.
   - 2.3 Space: Adjacent parking lot; no apparent outside play area.
   - 2.4 Equipment: No information
   - 2.5 Costs: No information
3. Children
   - 3.1 Capacity and present enrollment: first center capacity 107; Enrollment (9/1) 100. Ages 2 1/2 to 7. Capacity and present enrollment: second center capacity 50, enrollment 35.
   - 3.2 Ethnic breakdown: Predominately white, Polish.
   - 3.3 Waiting list: None as of reporting date.
4. Services:

Described by operator as center which provides educational activities and stimulating experiences.

5. Staff

1 director, 3 teachers, 3 aides at first Center

6. Parents

Fees: $19 per week, $3 for each additional child. Advertise special rates for low-income mothers.

7. Comments

Reporter was unable to obtain other than a telephone interview with the operator within the time frame for completion of study. Program not well thought of by professionals.

Milwaukee Day Care Center # 2

Purpose: Education and care.

1. Administration
   - 1.1 Operating Agency: Opened as day care center 3 years ago. Funded by United Community Services and operated by an order of nuns.
   - 1.2 Financing: The building belongs to Catholic Church but financing of program done by U.C.S.
   - 1.3 Administrative Structure: A nun acting as administrative secretary conducted the operation pending the recent appointment of a new director. A director of social work (lay) apparently oversees both the day care program and program for disturbed children.
   - 1.4 Staff: 7 teachers; 7 aides and assistants; 1 cook, 1 assistant cook, and a custodian. (Of the teachers, there are 2 sisters and 5 lay teachers).
   - 1.5 Operating Schedule: Center is open 5 days a week from 6:30 a.m. to 6:00 p.m. year round. Schedule is typical of full-day programs elsewhere, but kindergarten groups (2) have additional ½ hour of structured activity.

2. Facility
   - 2.1 Type: Unusual building. 75 years old, once an orphanage. Three and ½ stories which houses the day care center and residential center for 3 disturbed children. Day care occupies first 2 floors.

2.2 Location: Center is located in South Milwaukee, a predominately Polish area. Pleasant residential area near a hospital which is run by same order of nuns.

2.3 Size: Large building and grounds. Day care center occupies 7 large rooms and kitchen. Has use of basement. Two large shaded playyards behind building for younger and older children. Good equipment in both.

2.4 Space Utilization: No problem with space, there is no overcrowding. Corridors are wide. Dining alcove on second floor.

2.5 Equipment: All furniture scaled to children's size. The usual equipment appropriate to age levels.

2.6 Costs: No information obtained.

3. Children

3.1 Capacity: 110. Enrollment 1969-70 = 75. Approximately 90; 1970-71.

Age range 3 to 6 years

3.2 Ethnic breakdown: 99% whites, 1 Hindu. Religion is predominantly Catholic but not restricted.

3.3 Eligibility Criteria: Must have completed health exams and all immunizations. Parent of each prospective enrollee is interviewed by a sister to determine need and ability to pay. 45% of children subsidized by welfare funds. Center refers to DHSS if income falls below a certain point. Parents must file a declaration of need.

3.4 Turnover/waiting lists: Turnover is low. Expanded by 2 more groups last year because of waiting list, but enrollment drops during summer and there were only 3 or 4 children with pending applications at the time of this reporting.

3.5 Special cases: Have had a few retarded children who have made excellent progress. Management feels that the center can accommodate 1 or 2 such children per group.

4. Services

4.1 Nutrition: Serve breakfast and lunch plus 2 snacks.

4.2 Health: Expanding this phase of program. Have provided vision and hearing screenings. Routine health exams viewed as parent responsibility. Hospital (1 block away) used for emergency care. Planning to hire doctors.

4.3 Social Casework: Director of Social Work can provide some parent counseling; however, he is primarily concerned with the emotionally disturbed children. Two of the teachers have MSW's. Home visits are not made routinely.

4.4 Education Program: Preschoolers usually have free play periods and group experiences between 9 and 11 am. (music, art, stories). Lunch, naps, snacks, free play. Kindergarten is same except that a more structured program is provided from 9 to 11:30. Kindergarten teachers are certified.

4.5 Transportation: None provided.

5. Staff

5.1 Qualifications: 7 teachers, all have college degrees; 7 assistant aides, all have taken child development courses at Technical College or University of Wisconsin.

5.2 Salaries: No information obtained.

5.3 In service training started last year with weekly staff meeting and attendance at various workshops.

6. Parents

6.1 Employment: Parents are employed in factories, hospitals and stores for most part.

6.2 Welfare: Although families are primarily low income, in this Polish neighborhood, homes are quite stable and families are intact. 45% of families have cost of care subsidized by DHSS.

6.3 Fees: Sliding scales (See attachment). Only two families pay top fee.

6.4 Participation: Very limited, setting up parent organization.

7. Cost

7.1 $1,440 per year per child

$150,000 cost of total annual operation

8. Comments:

The general impression is that the program is quite structured for older children, but more flexible for the younger ones.

Client Fee Schedule per Week

	Gross Income	Number of Persons Dependent on Income								
		2	3	4	5	6	7	8	9	10
All Former and Potential AFDC Eligible	Under $3,000	2	3	1	1	1	1	1	1	1
	$3,000 - $3,499	3	3	1	1	1	1	1	1	1
	$3,500 - $3,999	4	3	3	1	1	1	1	1	1
	$4,000 - $4,499	5	4	4	3	3	1	1	1	1
	$4,500 - $4,999	6	5	4	4	3	3	1	1	1
	$5,000 - $5,499	7	6	5	4	4	3	3	1	1
	$5,500 - $5,999	8	7	6	5	4	4	3	3	1
	$6,000 - $6,499	10	8	7	6	5	4	4	3	2
	$6,500 - $6,999	12	10	8	7	6	5	4	4	3
	$7,000 - $7,499	14	12	10	8	7	6	5	4	4
	$7,500 - $7,999	16	14	12	10	8	7	6	5	4
	$8,000 - $8,499	18	16	14	12	10	8	7	6	5
	$8,500 - $8,999	20	18	16	14	12	10	8	7	6
	$9,000 - $9,499	22	20	18	16	14	12	10	8	7
	$9,500 - $9,999	24	22	20	18	16	14	12	10	8
	$10,000 - $10,499	26	24	22	20	18	16	14	12	10
	$10,500 - $10,999	28	26	24	22	20	18	16	14	12
	$11,000 - $11,499	28	28	26	24	22	20	18	16	14
	$11,500 - $11,999	28	28	28	26	24	22	20	18	16

201.

Milwaukee Day Care Center #3
(Private)
Milwaukee, Wisconsin

Purpose: A place where emotional and physical needs of children are met and opportunities for social and educational growth are provided.

1. Administration
   - 1.1 Operating Agency: Church.
   - 1.2 Financing: Fifty percent families pay $5 to $7 per week and some pay $15 to $17 per week.
   - 1.3 Staff: Director, head teacher, teacher's assistant, cook (part-time), and one VISTA volunteer.
   - 1.4 Operating Schedule: Twelve months, 5 days a week, 7:15 am to 5:30 pm.

2. Facilities
   - 2.1 Type: In basement of a church built in 1890.
   - 2.2 Location: In a mixed residential and commercial area.
   - 2.3 Space: Program areas of roughly 6,000 sq. ft.
   - 2.4 Costs: Replacement cost today in Milwaukee $120,000.

3. Children
   - 3.1 Capacity and Enrollment: Licensed for 40, present enrollment is 26 to 28 aged 1 1/2 to 5 years.
   - 3.2 Ethnic Breakdown: Predominately Black, largely Prostestant and 1% white.
   - 3.3 Turnover and Waiting list: Slight turnover; refers all those who would be on the list to other day care centers.

4. Services
   - 4.1 Nutrition: Lunch and two snacks

4.2 Health: Children and staff are required to have physicals. Doctor (board member) gives dental care for free.

4.3 Social Welfare: None

4.4 Counseling: None

4.5 Educational Program: General activities, no real planned curriculum, but to initiate one soon. Field trips to local places and walks for learning experiences. Use flannel board and manipulative toys, the equipment seems to be plentiful and durable. With continued planning they could have a good learning situation.

5 Staff

5.1 Qualifications: Head teacher has two years college and experience in other day care and Head Start; teacher's assistant has high school education and courses in early childhood. The VISTA volunteer serves as a teacher's assistant. There are state workshops and conferences on day care that everyone attends and the director provides in-service training.

5.2 Salaries: Director $6,200/yr.; head teacher $5,300 /yr.; teacher assistant $4,800/yr.

5.3 Turnover: Turnover is very slight. In a year and a half only two children have left.

6. Comments:

This Center depends heavily on donations. There are many things which they would like to do but are financially unable to do.

Parental requests for a kindergarten facility have resulted in the formation of a committee which is now studying the possibility of implementing such a program.

Milwaukee Day Care Center #4
(Non-profit)
Milwaukee, Wisconsin

Purpose: Care and protection of the child of the working mother.

1. Administration

   1.1 Operating Agency: Church

   1.2 Financing: From parent fees. Fees range from $10.00 to $25.00; average, $20.00 per child; $5.00 for each additional child; $3.00 per week for transportation additional.

   1.3 Administrative Structure: Operator is the administrator.

   1.4 Staff: Director of staff/head teacher; 4 teachers; 3 teacher's aides; 1 cook.

   1.5 Operating Schedule: 50 weeks, 5 days a week, from 6:30 am to 5:30 pm.

2. Facility

   2.1 Type: Basement of a church; one large room divided by divider, kitchen, two bathrooms, and storage room.

   2.2 Location: The center is located in a residential area of one and two story dwellings. The area is reasonably quiet and very well kept.

   2.3 Space: The size is adequate for the number of children present. Wall to wall indoor-outdoor carpeting.

   2.4 Equipment: The equipment is adequate to the needs of the center; the play ground equipment was on its way (Creative Playthings). It is bright and cheery, and even with its limited space there is moving space.

3. Children

3.1 Capacity and enrollment: Licensed for 40, enrolled 35. (There are 20 welfare children.) Aged 2-7 years.

3.2 Ethnic Breakdown: Predominately Black, few whites.

3.3 Turnover and waiting list: No real turnover and no waiting list since capacity had not been reached. There were quite a few children to be enrolled in September.

4. Services

4.1 Nutrition: Breakfast, lunch and two snacks.

4.2 Health: All children and staff are required to have yearly physicals.

4.3 Social Welfare: None

4.4 Counseling: None

4.5 Educational Program: Interested in the development of the total child to cope with and interact with the outside world. Attempting to accomplish this through the training of teachers to be responsive to the needs of the children to guide them through the daily activities. Trying to meet the need of the black child and his problems that he may have or will encounter. Expanding his horizons beyond the confines of his neighborhood and family and friends. Through trips to the airport, local points of interest, walks, and creative play activities, and responsibility for himself. They are looking for interesting materials to be used.

4.6 Transportation: Two station wagons, the operator and his wife drive. Earliest pick-up, 6:00 am and latest delivery 5:30 pm. Longest distance is a 20 minute, one way trip from the center. 25-30 children are serviced.

5. Staff

5.1 Qualifications: Administrator, in charge of all the financial matters (minister for 22 years, high school); Director staff/head teacher, formulate program and handle staff training, has had special courses at UWM in early childhood development and 3 years experience; 4 teachers, high school and workshops in early childhood development; 3 teacher's aides, high school and parents; cook, high school and workshops in early childhood development.

5.2 Salaries: Director of staff $70.00; teacher $1.50, $1.80, $2.00; teacher aid $1.50, $1.90, $2.00; cook $40 per week.

5.3 In-Service Training: None

6. Parents

No information on parents, but one might surmise since over half of the children are from welfare referrals that some of the parents are in some type of training program.

7 Comments

The director of staff is very concerned about the center and is trying to make it a strong and viable program. The Center receives government food. It is a non-profit organization and is looking for funds. They purchase what they can. No money is received from the church because the parish is too small.

Milwaukee Day Care Center #5
(Proprietary)
Milwaukee, Wisconsin

1. Administrative

1.1 Operating Agency: Sole proprietorship in which the owner is also the head teacher.

1.2 Staff: There are two half-day teachers, one cook, one teacher's aide, and one part-time LPN who also spends time working with the children in small group activities.

1.3 Operating Schedule:

7 am to 9 am	arrival and free play
9 am to 9:30 am	toilet, breakfast, toilet
9:30 am to 10:00 am	table activities (clay, drawing, puzzles
10:30 am to Noon	story or records, walks and toilet
Noon to 12:30 pm	lunch and toilet
12:30 pm to 2:30 pm	nap
2:30 pm on	snack, free play, and dismissal
5:30 pm	closing

1.4 Fee: Average is $17.50, lowest fee is $12.00.

2. Facility

2.1 Type: Basement of a church building constructed about 1930.
constructed about 1930.

2.2 Location: Multiple family residential area with commercial property about one block away.

2.3 Space: Program area about 2,000 sq ft.

2.4 Cost: Replacement cost today in Milwaukee $33,000.

3. Children

3.1 Capacity and Enrollment: Capacity 25, enrollment 18, between the ages of 2 to 5 years.

3.2 Ethnic Breakdown: Total black enrollment and all are Protestants.

3.3 Turnover and waiting list: Only in operation for 2 months; no turn-over, yet. Seven on waiting list.

4. Services

4.1 Nutrition: Breakfast, lunch, and snack. Food from U. S. Department of Agriculture.

4.2 Health: Physicals are required once a year. A licensed practical nurse on staff checks children for any health problems.

4.3 Social Welfare: None

4.4 Counseling: None

4.5 Educational Program: There is not a planned program of educational activities, but there is an effort to have some type of structured activities such as drawing, clay, finger plays and group activities such as games. Some of the toys were new (Creative Playthings), and others had been donated, but were in good condition. They were more than adequate for the children served.

5. Staff

5.1 The general character of the staff was that of a hard working group striving to develop a good program.

5.2 Salaries: Cook, $50 per week; LPN $3.00 per hour; morning teacher $50.00 per week; afternoon teacher $1.72 per hour; teacher's aide $1.40 per hour.

5.3 In-service Training: None

6. Parents

Parent incomes range from lower-middle to middle; and represent mostly two-parent families.

7. Comments

The owner is a very religious person and feels that it is her duty to do her best. She is very interested in trying to make her program strong and viable. She indicated that she would not turn away anyone who needed her service. She is planning to get her degree, early childhood, as soon as she is able. She is also very concerned about the moral up-bringing of the children, and plans to hold some seminars with the parents to help establish a good rapport.

Milwaukee Day Care Center #6
(Non-Profit)
Milwaukee, Wisconsin

Purpose: To provide "integrated" day care program encompassing education, social services, and health.

1. Administration

 1.1 Operating Agency: One of 8 centers operated by Day Care Services, Inc., (DCS) became part of organization in 1968. Previously run by Volunteers of America (since 1920)--a conservative, well-established center long before DCS came into existence.

 1.2 Financing: All financing comes through DCS from United Community Services, county & federal funds, USDA reimbursements and fees.

 1.3 Administrative Structure: Overall administration is in DCS office, but the center has its own director and staff.

 1.4 Staff:

Director

Education Director	Social Service Director	Pediatrician-part-time
10 Teachers	2 Caseworkers	Nurse--Part-time
1 Assistant Teacher		1 Secretary
4 Aides		1 Typist
		2 Caretakers
		3 Service maids
		1 Cook

 1.5 Operating Schedule: Open 6:30 am to 6:00 pm; 5 days a week; 12 months a year.

2. Facility

2.1 Type: The old Pabst mansion--complete with carriage house, fireplaces in every room, window seats, unused ballroom on third floor, etc.--used for older children. Wrapped around front is a two story nursery building--also impressive and well used. Large play yard to side and rear. Asphalt with trees and a three room play house built by carpenter's union. The property acquired from Lutheran Church in 1952.

2.2 Location: On very wide boulevard lined by old mansions which are becoming rooming houses (old folk and college students). Predominately white neighborhood about three blocks above main thoroughfare.

2.5 Equipment: Exceptionally well-equipped with the usual cubbies, toy cases, small furniture. One interesting feature--each room has a comfortable rocking chair for teacher.

2.6 Costs: Unavailable.

3. Children

3.1 Capacity and Enrollment: Capacity 174, Enrollment 143--ages 3-7; actual attendance,9/2/70,162 children. Accept children from ages 3 to 9.

3.2 Ethnic Breakdown: Black 25 (+3 pending), used to be 20%. White 100+. Spanish American less than 1%, and 1 American Indian.

3.3 Eligibility: Anyone accepted through DCS office. Must be 3-9 years old. Large majority are low-income, former or potential welfare recipients. All children must be examined by staff pediatrician.

3.4 Waiting List: None maintained; rather children are referred to another center immediately. Some return when space is available.

3.5 Special Cases: Handicapped children are accepted if condition is not too severe. Because of reputation in community, several agencies refer for diagnostic (observation) and treatment reasons.

4. Services

4.1 Nutrition: All children get cereal and juice in the morning, a morning snack, a large noon meal (family style) and an afternoon snack.

4.2 Health: Center has pediatrician who has been with it for years. Examines new enrollees every Tuesday; gives all shots; consults with parents as needed. In addition, nurse is at the Center at 6:30 a.m. every morning to check in each child. Good emergency procedure---use Children's Hospital.

4.3 Social Welfare: Two caseworkers (one with MSW.)

4.4 Counseling: Very good contact with all agencies and many referrals to and from center. Before any child is admitted, there are one or more interviews with parents. Home visit made if need is indicated. Contact maintained. Continuing dialogue with troubled parents.

4.5 Educational Program: Curriculum and activities planned by Center Education Director for each age level (with advice and consent of DCS Education Director). Pre-school program is primarily experiental, with usual plan of the day. School age children are in center before and after school and at lunch. Materials used are Wisconsin School Service materials, creative and community playthings.

4.6 Transportation: One chartered bus makes 4 trips a day taking school age kids to and from Wisconsin Avenue School.

5. Staff

5.1 Qualifications: Of the ten teachers, 4 are certified, 4 have college degrees, and a Brazilian has all credentials, but has not obtained certification. All have over three years experience. Aides and Assistants--two have trained in New Careers and one has taken courses in Child Development. Three of the aides have no formal training, but over ten years' tenure in center.

5.2 In-Service Training: Consultations with DCS specialist; training series on psychological aspects of child care; staff meetings. Two psychologists on call. In-service training with staff from Children's Hospital.

6. Parents

Primarily low economic level. A few middle income families. 80 to 85% of children come from one-parent families. There are 3 or 4 children in center because adult in home cannot care for child adequately. 99% have working mothers. No information on kinds of employment. Almost all families have cost of care subsidized under former and potential plan.

Although the parent-teacher organization is not too active, there is much individual work with parents.

7. Cost

DCS estimates cost per child at $28.00 per week for all centers (1,000 children). See DCS fee schedule attached. When center was operated by Volunteers of America, cost per child was $22 per week.

DAY CARE SERVICES FOR CHILDREN, INC.

Client Fee Schedule per week

	Income	Number of persons dependent on income 2	3	4	5	6	7	8	9	10
All Former and Potential	Under $3,000	2	3	1	1	1	1	1	1	1
	$3,000 - $3,499	3	3	1	1	1	1	1	1	1
	$3,500 - 3,999	4	3	3	1	1	1	1	1	1
	4,000 - 4, 499	5	4	4	3	3	1	1	1	1
	4,500 - 4,999	6	5	4	4	3	3	1	1	1
One child in Program - UCS More than one child - F & P	5,000 - 5,499	7	6	5	4	4	3	3	1	1
	5,500 - 5,999	8	7	6	5		4	3	3	1
	6,000 - 6,499	10	8	7	6	5	4	4	3	2
	6,500 - 6,999	12	10	8	7	6	5	4	4	3
Two Children in Program - UCS More than two in Program P & P	7,000 - 7,499	14	12	10	8	7	6	5	4	4
	7,500 - 7,999	16	14	12	10	8	7	6	5	4
	8,000 - 8,499	18	16	14	12	10	8	7	6	5
	8,500 - 8,999	20	18	16	14	12	10	8	7	6
Three children in Program - UCS More than three in program F & P	9,000 - 9,499	22	20	18	16	14	12	10	8	7
	9,500,- 9,999	24	22	20	18	16	14	12	10	8
	10,000 -10,499	26	24	22	20	18	16	14	12	10
	10,500 -10,999	28	26	24	22	20	18	16	14	12
	11,000 -11,499	28	28	26	24	22	20	18	16	14
	11,500 -11,999	28	28	28	26	24	22	20	18	16

Maximum fee - $28.00 per Week

Darkened areas are discretionary power areas

APPENDIX E

Center Descriptions

Houston

Baptist Hospital Nursery (Non-profit)
Houston, Texas

Purpose: Providing day care services for key personnel and nursing staff of the hospital.

1. Administration
    1.1 Operating agency: Hospital. Length of existence--16 years (September 14, 1954).
    1.2 Financing: Fees from parents; hospital covers loss.
    1.3 Administrative Structure: Director that is former teacher.
    1.4 Staff: Director and eleven teachers.
    1.5 Operating schedule: year round, seven days from 6:00 am to 11:30 pm.

2. Facility
    2.1 Type: 5th floor nurse's dorm--donated by hospital
    2.2 Location: Across street from hospital in downtown Houston.
    2.3 Size: Dormitory--entire 5th floor
    2.4 Space Utilization: entire area used, terrace used as outdoor play yard.
    2.5 Equipment: Apparently inadequate and of poor quality
    2.6 Cost:

Income	$18,298.69
Expenditures	47,618.73
Loss	29,320.04 absorbed by hospital

3. Children
    3.1

Capacity	& present enrollment
70	All shifts included: 60

3.2 Ethnic Breakdown: 50% non-white; 50% white.
Age groups: Infants to 11 years.

3.3 Eligibility criteria: 1) Parent(s) must be "valuable personnel" to hospital, 2) children must have physical exams before entering.

3.4 Turnover & waiting list: turnover unknown, no waiting list maintained.

4. Services

4.1 Nutrition: 2 hot meals and two snacks

4.2 Health: no physical or health exams provided

4.3 Education Program: described as developmental but appeared to be primarily custodial.

4.4 Transportation: none provided

5. Staff

One director and 11 teachers. Director is a former teacher. The eleven teachers are middle-aged women interested in young children. No in-service training provided.

6. Parents

6.1 Employment: Employees in hospital, mostly nurses.

6.2 Welfare: Unknown

6.3 Fees: $2.25 a day for 1 child, $1.00 each additional child. Additional expenses: 20¢ per day diaper charge; 50¢ per day if a third hot meal is served.

Day Care Center #1
(Proprietary)
Houston, Texas

Purpose: Profit-making

1. Administration

   1.1 Owner/operator is former licensed practical nurse. She now operates the center, teaches when needed and plans menus.

   1.2 Fees: $3.50 a day per child ($17.50 weekly).

   1.3 Staff: 2 part-time professional teachers, 4 nurses' aides, cook.

   1.4 Schedule of Operation: year round, five days a week, 6:15 am to 5:30 pm.

2. Facility

   2.1 Type: Large converted home (2 levels)

   2.2 Location: Residential area near a medical center.

   2.3 Space Utilization: The original part of the building is used for infants, office and sleep area. An added room is equipped for "academies" (classroom).

   2.4 Equipment: Type of equipment found in elementary classroom. No pre-school materials available but had child-size furniture.

3. Children

   3.1 Capacity: licensed for 44, enrolled to capacity. Infants to six years.

3.2 Ethnic Breakdown: majority whites, 1 black, several orientals.

3.3 Eligibility Criteria: Unknown

4. Services

4.1 Nutrition: 2 snacks, 1 hot meal (infants; formula must be brought by parents).

4.2 Health Services: None provided. Parents must have children examined before entrance.

4.3 Transportation: None provided to center. Center personnel transport school-age children to and from public school.

4.4 Special Services: None

4.5 Education Program: Activities, materials, and equipment appropriate to elementary level.

5. Staff

5.1 Qualifications: 2 teachers (professionals)

5.2 Salary: Part-time $3.50 to $5.00 an hour; four nurses' aides $1.50 an hour, 1 cook $1.75 an hour.

5.3 In-service training: Unknown

6. Parents

Professional people who are employed in the medical center located nearby.

7. Additional Information

No budgetary information released as related to cost of operation. The director thought the need for "good" day care centers was extensive.

Jensen Day Care Center
(Non-profit)
Houston, Texas

Purpose: To provide developmental program

1. Administration
   1.1 Operating Agency: CAA
   1.2 Financing: Federal
   1.3 Staff: Director, 4 teachers, 6 teacher aides, 1 cook, 1 part-time housekeeper.
   1.4 Operating schedule: Year round, five days a week, 6:00 am to 6:30 pm.

2. Facility
   2.1 Type: Center in lower level of old post-office building, leased.
   2.2 Location: located in old black poverty level neighborhood.
   2.3 Size: Center has three large classrooms, one small classroom, office, kitchen and bathrooms (2).
   2.4 Space Utilization: Entire first floor is used for center purpose. Large playground (fenced) around one side of building is used for center only.
   2.5 Equipment: commercial, few items made by parents.
   2.6 Cost: Unknown

3. Children
   3.1 Capacity and enrollment: Licensed for 90; full enrollment, aged 3 years to 5 years.
   3.2 Ethnic Breakdown: Racial--black

3.3 Eligibility Criteria: Poverty level, employed female head of household, female head of household in job training.

3.4 Turnover: Low; extensive waiting list

3.5 Special Cases: Unknown

4. Services

4.1 Nutrition: Breakfast, lunch, 3 snacks

4.2 Health: Free dental, medical, psychological, psychiatric, ophthalmological services contracted by CAP.

4.3 Social Welfare: Referral system.

4.4 Counseling: Central staff counselors work with parent/child/school problems. Counselors also work with parents. Each counselor has nine centers.

4.5 Educational Program: Developmental activities, equipment and material appropriate to program.

4.6 Transportation: Parents made car-pool arrangements for $1.25 to $1.50 per week. Center does not provide transportation.

5. Staff

5.1 Qualifications: Unknown.

5.2 Salaries: Unknown.

5.3 In-service training: As provided by agency.

6. Parents

6.1 Socio-Economic: Income within poverty guidelines

6.2 Fees: None

6.3 Participation: Center level with one representative on area board.

7. Cost

$1,400 per year per child.

Day Care Center #2
(Proprietary)
Houston, Texas

Purpose: To provide developmental program based on the European concept of young children, specializing in training infants from three months to three years.

1. Administration
    1.1 Operating Agency: Church
    1.2 Financing: Parent fees
    1.3 Administration: Church Board of Directors.
    1.4 Staff: Director, 3 teachers, 3 Job Opportunity for Youth aides and 1 cook.
    1.5 Operating schedule: Year round, five days per week, 6:00 am to 5:00 pm.

2. Facility
    2.1 Type: Structure built for center use. Floor to ceiling windows, large rooms.
    2.2 Location: behind church.
    2.3 Size: Five rooms.
    2.4 Space Utilization: Entire area used for center including small play yard.
    2.5 Equipment: Adequate commercial child-sized furniture, good play equipment, many supplies for art, etc.

3. Children
    3.1 Capacity: 30 children; enrollment 30.
    3.2 Ethnic Breakdown: 95% black, 5% non-white.
    3.3 Age: 3 months to three years.

4. Services

   4.1 Nutrition: Two snacks and hot lunch.

   4.2 Health: No health services provided. Physicals required before entering.

   4.3 Transportation: None provided

   4.4 Special Services: None

   4.5 Education Program: Curriculum, activities, equipment appropriate to good developmental program.

5. Staff

   5.1 Qualifications: Now hiring all professional teachers; para-professional aides.

   5.2 Salaries: Unknown

   5.3 Turnover: Unknown

   5.4 In-service Training: Unknown

6. Parents:

Primarily students and teachers from nearby campus.

7. Additional Information

Fees: Crib babies, $65.00 per month plus food, formula, diapers. Toddlers, two's and three's, $60.00 per month. Extra expenses: $2.00 year insurance, $10.00 annual parent dues.

Cuney Homes
(Non-profit)
Houston, Texas

Purpose: To provide developmental pre-school education.

1. Administration

   1.1 Operating Agency: Head Start Center

   1.2 Financing: Federal

   1.3 Administrative Structure: One of 34 Head Start centers.

   1.4 Staff: Teacher/director, 2 teachers, 3 teacher aides (2 NYC), cook

   1.5 Operating Schedule: Year-round, 5 days a week, 7:00 am to 6:00 pm.

2. Facility

   2.1 Type: Two story facility in a housing project, built around 1940.

   2.2 Location: High density, low-income housing.

   2.3 Space: 3,360 sq. ft.

   2.4 Cost: Replacement cost today is $58,600.

3. Children

   3.1 Licensed for 30. Enrollment 25; ages 3-5.

   3.2 Ethnic Breakdown: 100% black.

   3.3 Eligibility Criteria: Poverty level, employed female head of household, female head of household in job training, child has physical before entrance, pediatrician contracted by CAP Head Start.

3.4 Turnover and waiting list: Turnover low; waiting list, extensive.

4. Services

4.1 Nutrition: Two hot meals, breakfast and lunch; three fruit or cookies and milk snacks.

4.2 Health: Free dental, medical, and ophthalmological services contracted by CAP Head Start; psychiatric and psychological services also available.

4.3 Social Welfare: Uses referral system.

4.4 Counseling: Counselor on Central Agency staff works with parents of nine centers.

4.5 Curriculum: Developmental activities appropriate to center purpose

4.6 Transportation: None provided

5. Staff

5.1 Qualifications: Teacher/director (A.B.); teacher, three years college; teacher, high school graduate with 2 years experience; 2 NYC teacher aides.

5.2 Salary: Teacher/director, $6,400; College graduate teacher, $5,304; other teacher $3,848; aides $3,848.

5.3 In-service Training: As provided by agency.

6. Parents

6.1 Economic Level: Income within poverty guidelines

6.2 Fees: None

6.3 Participation: Center level parent group. One representative on Agency area board.

7. Costs

Per child, $1,400 per year.

Northside
(Non-profit)
Houston, Texas

Purpose: To provide developmental pre-school education.

1. Administration

   1.1 Operating Agency: Head Start Center

   1.2 Financing: Federal

   1.3 Staff: Center Director, 5 teachers, 5 aides, 1 cook

   1.4 Operating Schedule: Year-round, 5 days, 6:30 to 6:00.

2. Children

   2.1 Capacity and enrollment: 84. Twenty 3 year olds, thirty 4 year olds, twenty-seven 5 year olds, seven six year olds.

   2.2 Ethnic Breakdown: 13 black, 71 Mexican-American.

   2.3 Eligibility Criteria: Income within poverty guidelines; female head of household, mother in job training.

   2.4 Turnover and waiting list: Turnover light, 25-30 families waiting.

3. Services

   3.1 Nutrition: Breakfast and lunch, 3 snacks.

   3.2 Health: Medical, dental and ophthalmological services provided free (contracted by Head Start); also psychiatric and psychological services provided.

   3.3 Social Welfare: Referral to appropriate agency

   3.4 Counseling: Central staff counselor.

3.5 Educational Program: Developmental activities appropriate to curriculum.

3.6 Transportation: None provided

4. Parents

4.1 Economic Level: Poverty level income

4.2 Fees: None

4.3 Participation: Center parent group, one representative to Agency board.

5. Costs

Per child $1,400 per year.

Day Care Center #3
(Proprietary)
Houston, Texas

1. Administration
    1.1 Operating Agency: Sole proprietorship under direction of knowledgeable business man.
    1.2 Financing: $18.50 per week.
    1.3 Staff: 5 teachers, 1 cook, educational consultants, dietary consultant, contracted cleaning services.
    1.4 Operating Schedule: 12 months, 5 days, 7:00 am to 6:00 pm, babysitting available on week ends.

2. Children
    2.1 Capacity 108; enrollment 106, 2-12 year olds.
    2.2 Ethnic Breakdown: Majority black.

3. Services
    3.1 Nutrition: Hot lunch, 1 snack.
    3.2 Health: Physical required prior to entrance.
    3.3 Educational Program: Few details available about curriculum. Equipment appeared adequate and well suited to a developmental program.
    3.4 Transportation: Provided, if desired, for 25¢ per day.
    3.5 Special Services: Baby sitting provided on week ends.

4. Staff

4.1 Salaries: Teacher's salary $350-$700 per month.

4.2 In-Service Training: Program in planning stage.

5. Parents

Mostly families with both parents employed--probably middle socio-economic class.

Child Development Center
University of Houston
Houston, Texas

Purpose: University laboratory school.

1. Administration
    1.1 Operating agency: Home Economics Department of the University of Houston.
    1.2 Financing: University funded.
    1.3 Administration: Head of department (Home Economics) and Director of School.
    1.4 Staff: 2 or 3 master teachers and student teachers.
    1.5 Operating Schedule: 12 months, 2 daily 3 hour sessions.

2. Children
    2.1 Enrollment: 60.
    2.2 Eligibility Criteria: All admitted space permitting. Physical required.

3. Services
    3.1 Nutrition: One snack and lunch per session.
    3.2 Educational Program: Child development program, with appropriate equipment.
    3.3 Transportation: None provided.

For the most part child care services are provided by the schools, the welfare department, and non-profit organizations which are increasingly coming under the supervision of the welfare department in order to receive Federal funding. Proprietary day care is negligible in comparison with other cities visited in this study: only 13 centers in all of San Francisco.

3.5 Proprietary Centers

There are few proprietary full-day centers in San Francisco, only 13 listed by the Department of Social Services and in the Yellow Pages. All of these facilities are located far outside the central city in suburban, middle-class neighborhoods. Attempts were made to interview each proprietor either by phone or in person but most proprietors were unavailable or they refused to be interviewed. Operators of the centers in affluent neighborhoods were more suspicious and defensive than those in poorer neighborhoods.

A team member saw three facilities to which she was unable to gain entrance. The first was a white stucco cottage with bright-red and blue trim. Located in a pleasant residential neighborhood of single dwellings, it had a fenced-in grassy yard. A glimpse of one room showed it to be in need of paint. The attendant who opened the door was a women in her fifties who told the interviewer that the director was not there. Several phone calls to the director yielded only the response, "My husband will call you." He never did. The second facility operates two nurseries under one director. One facility was located in a middle-class residential section near Golden Gate Park. It was a well-kept pastel stucco cottage in a block of similar homes, all with beautiful lawns and gardens. An older women opened the door a crack and gave the interviewer a number to call to speak to the director. She was never in when called and did not return the calls. The third was a store-front in a rather run-down dirty commercial area. The front window was curtained with a bright nursery print. Because it was naptime the interviewer could not get in. A wooden fence surrounded a backyard about 20 x 50 feet which had cheap, run-down climbing, swinging, sliding equipment. There was no answer to several phone calls.

A phone call to the fourth proprietary nursery school revealed that it was owned and operated by a man who had a staff of 12 full-time and part-time employees. He is licensed for 59 children, has a waiting list, and is building a new wing so that he can accommodate more children. His fee is $150 a month. The parents of his enrollees are both working or are sole-parents and their income ranges from $500 a month up. One child had fees paid by the welfare department. This proprietor sees any Federal aid to day care as an encroachment on private enterprise. He refused to let a day care specialist visit his facility.

Proprietors in poorer neighborhoods were willing to be interviewed, wanted to help anybody concerned with day care, and expressed the hope that the Federal government would subsidize private day care as well as provide public facilities. These proprietors serve families in which both parents are working or the mother is the sole support of the family. Their enrollment fluctuates; none were fully enrolled during the summer. Sometimes they cannot collect their fees; they tend to form friendships with the parents and to be willing to "help out" by keeping the children even when payment is not always or regularly forthcoming. This means that they do not make enough money to pay qualified teachers, to have enough assistants, or to buy equipment. They seem to be doing the best they can, apparently not making much of a personal income, and looking on themselves as providers of an essential service. The average fee is $25 a week per child with some discount for more than one child from a family but none of them can count on $25 a week from their licensed number of children year round.

4. Community-wide Picture of Day Care--Oakland

4.1 Political Structure

Oakland, a city of about 350,000 people, is one of thirteen incorporated municipalities in Alameda County. It has a mayor and city manager, but the city government has no role in providing day care. The schools are administered by the Oakland Unified School District. The State Department of Social Welfare office in San Francisco which is also responsible for State welfare services in Oakland, maintains a branch office there. Since Oakland is the county seat, the County Welfare Department is also located there. As in San Francisco these are the agencies which have responsibility for child care.

4.2 Supply of Day Care

Oakland operates Children's Centers under the aegis of the Elementary Division of the school system. Both preschool education (the compensatory program), and the Children's Centers are under a single director. They are kept strictly separate, however. The Children's Center program serves the children of poor working mothers while the pre-school education program serves the children of poor non-working mothers.

There are 15 centers in Oakland with an enrollment of 1,300 children from 2 to 12 years old, 75 percent of whom are school-age.

Individual centers accommodate from 17 to 119 children. Eighty-five percent of the families are one-parent families and that parent is working. There are about 1,300 children on waiting lists.

The Oakland centers offer the same services as those in San Francisco: hot lunch, breakfast for 25¢ a day additional charge, two snacks; curriculum; occasional physical check-ups by a nurse. Since there is no health care budget, any health services are provided by referral. A social worker does attempt to follow-up on children's needs and help families find services elsewhere. Nine centers are located in anti-poverty target areas and 85 percent of the families using children's centers are low-income families, eligible for Medi-Cal and supplemental welfare services.

Because so many California colleges and universities offer degrees in early childhood education, more than enough state certified applicants are available to staff the centers. Three levels of teachers--supervising, assistant, and aide--are certified and a new, federally-funded program enables aides to work up to full teacher status. There is one man in every center. Supervising teachers are paid from $6,900 to $11,000; assistant teachers get 80 percent of that salary; aides begin at $2.94 an hour.

Some parents pay no fee while others pay up to 70¢ an hour for one child with
adjustment in fees for more than one child. It costs Oakland an estimated $1,2
per child/year. State funds cover about 60 percent of this cost, parent fees about 25 percent; local over-ride tax pays the rest. The Oakland administration figures the cost of children's centers at 90¢ per child/hour as compared with $1.01 in San Francisco. The State pays 42¢. The WIN program pays for care in centers, but the number of slots or amount of money were not known.